

Guidelines for Organizing the Planning and Development Function  
in Community Junior Colleges

By

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As in other research projects of this kind, ideas have been absorbed from many sources. Although an honest effort has been made to credit those incorporated into the study, one can never be certain of the genesis of his thoughts. It is hoped that originators, if not identified, will be charitable toward oversights.

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# TABLE OF CONTENTS

	Page
ACKNOWLEDGEMENTS .....	ii
LIST OF FIGURES .....	viii
ABSTRACT .....	ix
Chapter	
I. INTRODUCTION .....	1
<i>The Problem</i> .....	3
<i>Statement of the Problem</i> .....	3
<i>Delimitations and Limitations</i> .....	4
<i>Justification of the Study</i> .....	5
<i>Assumptions</i> .....	7
<i>Definition of Terms</i> .....	7
<i>Review of Related Literature</i> .....	9
<i>A Frame of Reference</i> .....	9
<i>Environmental Influences</i> .....	11
<i>Goals and Planning</i> .....	14
<i>Structure</i> .....	17
<i>Internal Processes</i> .....	20
<i>Summation</i> .....	24
<i>Procedures</i> .....	25
<i>Methodology</i> .....	25
<i>Derivation of Tentative Guidelines</i> .....	25
<i>Field Investigation</i> .....	26
<i>Derivation of Final Guidelines</i> .....	29
<i>Organization of the Research Report</i> .....	29
II. TENTATIVE GUIDELINES FOR ORGANIZING THE DEVELOPMENT FUNCTION .....	31
<i>The Environment</i> .....	31
<i>Elements of Institutional Development</i> .....	37
<i>Processes for Institutional         Development</i> .....	40
<i>The Guidance Process</i> .....	43
<i>The Programming Process</i> .....	50
<i>The Action Process</i> .....	57
<i>The Evaluation Process</i> .....	62
<i>Summation</i> .....	65



Chapter		Page
III.	PLANNING AND DEVELOPMENT AT TRANSITIONAL COMMUNITY COLLEGE .....	68
	<i>Nature of the Environment</i> .....	69
	<i>Economic Factors</i> .....	70
	<i>Population Factors</i> .....	71
	<i>Implications for the Community</i> <i>College</i> .....	72
	<i>Institutional Purposes and Goals</i> .....	73
	<i>Developmental Objectives</i> .....	75
	<i>Structure for Planning and</i> <i>Development</i> .....	78
	<i>The Planning and Development Process</i> .....	85
	<i>Considerations Related to the</i> <i>Tentative Guidelines</i> .....	87
	<i>Environment</i> .....	88
	<i>Purposes, Goals, and Objectives</i> .....	89
	<i>The Planning Process</i> .....	92
	<i>Implementation of Action Projects</i> <i>in Planning and Development</i> .....	92
	<i>Evaluating Planning and</i> <i>Development Activities</i> .....	93
	<i>Summation</i> .....	94
IV.	PLANNING AND DEVELOPMENT AT RURAL COMMUNITY COLLEGE .....	96
	<i>Nature of the Environment</i> .....	97
	<i>Economic Factors</i> .....	99
	<i>Population Factors</i> .....	100
	<i>Implications for the Community</i> <i>College</i> .....	101
	<i>Institutional Purposes and Goals</i> .....	103
	<i>Developmental Objectives</i> .....	105
	<i>Structure for Planning and Development</i> .....	108
	<i>The Planning and Development Process</i> .....	112
	<i>Considerations Related to the</i> <i>Tentative Guidelines</i> .....	115
	<i>Environment</i> .....	116
	<i>Purposes, Goals, and Objectives</i> .....	117
	<i>The Planning Process</i> .....	119
	<i>Implementation of Action</i> <i>Projects in Planning and Development</i> .....	121
	<i>Evaluating Planning and Development</i> <i>Activities</i> .....	121
	<i>Summation</i> .....	122

Chapter		Page
V.	PLANNING AND DEVELOPMENT AT INDUSTRIAL CENTER COMMUNITY COLLEGE .....	125
	<i>Nature of the Environment</i> .....	126
	<i>Economic Factors</i> .....	127
	<i>Population Factors</i> .....	128
	<i>Implications for the Community</i> <i>College</i> .....	129
	<i>Institutional Purposes and Goals</i> .....	131
	<i>Developmental Objectives</i> .....	133
	<i>Structure for Planning and Development</i> .....	135
	<i>The Planning and Development Process</i> .....	139
	<i>Considerations Related to the</i> <i>Tentative Guidelines</i> .....	142
	<i>The Environment</i> .....	143
	<i>Purposes, Goals, and Objectives</i> .....	144
	<i>The Planning Process</i> .....	146
	<i>Implementation of Action Programs in</i> <i>Planning and Development</i> .....	147
	<i>Evaluating Planning and</i> <i>Development Activities</i> .....	148
	<i>Summation</i> .....	149
VI.	PLANNING AND DEVELOPMENT AT METROPOLITAN COMMUNITY COLLEGE .....	151
	<i>Nature of the Environment</i> .....	152
	<i>Economic Factors</i> .....	153
	<i>Population Factors</i> .....	155
	<i>Implications for the Community</i> <i>College</i> .....	156
	<i>Institutional Purposes and Goals</i> .....	157
	<i>Developmental Objectives</i> .....	158
	<i>Structure for Planning and</i> <i>Development</i> .....	160
	<i>The Planning and Development Process</i> .....	166
	<i>Considerations Related to the</i> <i>Tentative Guidelines</i> .....	170
	<i>Environment</i> .....	171
	<i>Purposes, Goals, and Objectives</i> .....	172
	<i>The Planning Process</i> .....	174
	<i>Implementation of Action Projects</i> <i>in Planning and Development</i> .....	175
	<i>Evaluating Planning and</i> <i>Development Activities</i> .....	176
	<i>Summation</i> .....	177

Chapter		Page
VII.	ANALYSIS OF GUIDELINES FOR ORGANIZING THE PLANNING AND DEVELOPMENT FUNCTION .....	180
	<i>Environmental Guidelines</i> .....	181
	<i>Guidance Guidelines</i> .....	185
	<i>Programming Guidelines</i> .....	198
	<i>Action Guidelines</i> .....	209
	<i>Evaluation Guidelines</i> .....	217
	<i>Summation</i> .....	221
VIII.	FINDINGS, IMPLICATIONS, AND SUGGESTIONS .....	225
	<i>Findings</i> .....	226
	<i>The Literature</i> .....	227
	<i>The Field Investigation</i> .....	228
	<i>An Overview</i> .....	229
	<i>Implications</i> .....	231
	<i>Role of the Environment</i> .....	232
	<i>Role of Purposes and Goals</i> .....	232
	<i>Role of Organization</i> .....	234
	<i>Role of Processes</i> .....	235
	<i>Suggestions</i> .....	237
Appendix		
A.	SUGGESTED GUIDELINES FOR ORGANIZING THE PLANNING AND DEVELOPMENT FUNCTION IN COMMUNITY JUNIOR COLLEGES .....	239
B.	INTERVIEW GUIDE .....	242
	BIBLIOGRAPHY .....	247
	BIOGRAPHICAL SKETCH .....	257

## LIST OF FIGURES

Figure		Page
1	Actual and Potential Sources of Influence on Community Junior Colleges .....	33
2	Elements of the Development Function in Community Junior Colleges .....	37
3	Processes in Institutional Development .....	42
4	Relationship of Planning to Subfunctions of Development .....	44
5	Recommended Ultimate Organization of Top Administration, Transitional Community College .....	80
6	Current Administrative Organization of Transitional Community College, Emphasizing Offices with Responsibilities Related to Planning and Development .....	82
7	Consultants' Recommendations on Organizing Rural Community College .....	109
8	Present Distribution of Functional Responsibilities, Industrial Center Community College .....	137
9	Current Administrative Organization of Metropolitan Community College, Emphasizing Offices with Responsibilities Related to Planning and Development .....	161

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GUIDELINES FOR ORGANIZING THE PLANNING AND DEVELOPMENT FUNCTION  
IN COMMUNITY JUNIOR COLLEGES

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The purpose of the study was to evolve guidelines useful in organizing and maintaining a comprehensive community junior college effort for institutional Planning and Development. In arriving at the guidelines three broad questions were addressed: what tentative counsel can be obtained from the literature; how do the practices of these colleges support or depart from the provisional advice, and what guidance, derived from the literature and supported by practice and opinion, can be suggested for consideration by these institutions?

For the field portion of the study four community junior colleges in the southeastern United States were selected, two through nomination by experts and two through variants of random choice. These schools were visited and their policies and arrangements for Planning and Development investigated. The tentative guidelines

derived from the literature and based on a process model were next analyzed in light of practices at the four colleges and a reassessment of published opinion and survey reports. Guidelines were then amended as judged necessary and appropriate.

No clear pattern of advice emerged from the literature with respect to the Planning and Development function, there being little agreement on its proper role or on constituent specialties. Current practices reflected a wide fragmentation of effort and appeared to result more from local conditions than from objective examination of needs and effective solutions in the field. However, opinion seemed increasingly to favor the centralized direction and/or coordination of those specialties most closely associated with planning and promoting the growth of a college.

It was concluded that although guidelines would have to be adaptable to a range of institutions, a systematic approach to Planning and Development by community junior colleges is feasible. Suggestions for such an approach included: commitment to the function by institutional leadership, an organization and methodology founded on collegial planning and centralized execution, the determination by a planning team of specific goals and precise developmental objectives for achieving those goals, preparation of action programs by the institutional elements who will implement them with review for compatibility by the team, establishment of an Office of Planning and Development with a leadership role in planning and charged with

coordinating execution, and a formal process of evaluating the entire enterprise. Good communication was held to be vital to the successful accomplishment of developmental objectives.

It was recommended that a community junior college: (1) acquire an appreciation of the potential role and worth of Planning and Development as an important undertaking of the institution, (2) investigate the value to the college of a comprehensive and systematic approach to Planning and Development and of centrally coordinating its related activities, (3) consider the guidelines of the study and the context of their derivation in making its appraisal, especially the suggestions on unreserved commitment, allocation of responsibilities, methodology, and uncluttered channels of communication.

## CHAPTER I

### INTRODUCTION

Historically, American colleges and universities have depended upon government and philanthropy for their very existence. Responsibility for generating support from these sources has rested traditionally on presidents and governing boards, helped at times by paid agents.<sup>1</sup> In later years these activities grew too large for presidents or boards alone, and so portions of the task were passed to assistants.

As the several undertakings gradually became distinct specialties, national associations emerged to promote professionalism in the respective areas and to provide means for sharing expertise.<sup>2</sup> Perhaps because of overlapping concerns, however, their affairs and journals have often dealt with the whole range of interests. There has also been a trend within institutions toward integrating the various efforts to obtain support.

The result has been a mingling of concepts and a considerable indefiniteness about the function and its constituents. This has led

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<sup>1</sup>John S. Brubacher and Willis Rudy, *Higher Education in Transition* (New York: Harper & Brothers Publishers, 1958), pp. 37-8, 150-1, 360-64; Frederick Rudolph, *The American College and University* (New York: Alfred A. Knopf, 1965), pp. 177-92.

<sup>2</sup>Thomas E. Blackwell, *College and University Administration* (New York: Center for Applied Research in Education, Inc., 1966), pp. 93-102.



increasingly to the establishment of a central office for coordinating the related clusters of activities. But the role of such an office is often not clear,<sup>1</sup> and centralization has not always been considered desirable.

Colleges and universities appear to have arrived at organizational arrangements for their future development through piecemeal response to local crises.<sup>2</sup> There being no evidence of a philosophical or theoretical underpinning to most of these decisions, questions of objectives, of constituent tasks and their operational relationships, and of optimum division of labor are still open.

Deficiencies in descriptive and empirical studies at a time when greater public and private support is needed for higher education has prompted an official of the American College Public Relations Association to urge that colleges and universities encourage research in institutional development.<sup>3</sup> For community colleges in particular, he has observed that: ". . . almost no

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<sup>1</sup>Archie R. Ayres and John H. Russel, *Organization and Administration of Higher Education - Internal Structure* (Washington: U.S. Office of Education, U.S. Government Printing Office, 1962), pp. 82-3.

<sup>2</sup>This was a specific conclusion of Deane G. Bornheimer with respect to private colleges of medium size. See his *The Director of Development in Selected Independent, Liberal Arts Colleges of Moderate Size* (Doctoral Dissertation; Rutgers University, 1967), p. 127.

<sup>3</sup>Letter of January 13, 1971, from Dr. Cletis Pride, American College Public Relations Association, to Dr. James L. Wattenbarger, Director of the Institute of Higher Education, University of Florida.

research exists in this area and some is very badly needed. Some very basic information must be the first priority, I believe."<sup>1</sup>

Community junior colleges do not seem to have felt as much pressure for developmental planning as have four year colleges and universities. Yet recent opinion finds these institutions uniformly weak in looking ahead and in taking action vital to their growth and well-being.<sup>2</sup> Since problems of preparing for the future are similar at all levels of higher education, community junior colleges face decisions in organization that resemble those of the senior institutions. Practices and outlooks of the latter furnish valuable insights and so are a basic framework for study of the development function in the context of the community junior college.

### *The Problem*

#### *Statement of the Problem*

The problem in this study was to evolve guidelines useful in organizing and maintaining a comprehensive community junior college effort for institutional Planning and Development. In arriving at these guidelines the following questions were examined:

1. What tentative guidelines can be derived from the literature published since 1955 to aid community junior colleges in organizing and maintaining a comprehensive effort for Planning and Development?

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<sup>1</sup>Letter of February 2, 1971, from Dr. Cletis Pride.

<sup>2</sup>R. Frank Mensel, "Federal Report," *Junior College Journal* (November 1971), p. 7.

2. How do the philosophy and practices of community junior colleges for institutional Planning and Development support or alter the tentative guidelines derived from the literature?

3. What guidance, derived from the literature and supported by practice, can be suggested for community junior colleges in organizing and maintaining a comprehensive effort for Planning and Development?

#### *Delimitations and Limitations*

##### *Delimitations*

1. Direct action by community junior colleges to expand the financial commitment of state and local governments was outside the scope of this study.
2. Evaluation of the comparative effectiveness of community junior college programs for institutional Planning and Development was beyond the limits of the investigation.
3. The empirical portion of the study was restricted to literature research and to interviews at four selected community junior colleges in the southeastern United States.
4. Literature research was limited to theory, opinion, and practice since 1955 with respect to environmental influences, goals, planning, structure, and processes for institutional Planning and Development.

##### *Limitations*

1. The empirical portion of the examination was conducted as an exploratory field study and so was subject to the limitations of that design.
2. Since the field study was confined to four community junior colleges in the southeastern United States, generalization was limited by the dimensions of the sample.

### *Justification of the Study*

Projections forecast a continuing growth in higher education enrollments, with most of the increase occurring in the public sector and in community junior colleges in particular.<sup>1</sup> Yet today colleges and universities are being subjected to expanding financial pressure. Their costs are going up steadily during a period when government budgets are being tightened and when private contributions are declining.<sup>2</sup>

The near-term outlook for sizable increases in state and local funds for education is not promising. Governments at these levels are encountering so many urgent demands in other areas of social concern that they find their capabilities greatly overburdened.<sup>3</sup> The prospect then is for a persistent squeeze on public expenditures and a mounting insistence on full justification for appropriations.

In a climate of competition with other claimants for state and local financing the community junior college can count on no

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<sup>1</sup>Kenneth A. Simon, *Projections of Educational Statistics to 1977-78* (Washington: U.S. Office of Education, U.S. Government Printing Office, 1969), Tables 12, 13, 16, 46; James L. Wattenbarger, Bob N. Cage, and L. H. Arney, *The Community Junior College: Target Population, Program Costs, and Cost Differentials* (Gainesville: University of Florida, June 1970), pp. 44-46, 49-50; Jack C. Gernhart, "An Analysis," *1970 Junior College Directory* (Washington: American Association of Junior Colleges, 1970), p. 9.

<sup>2</sup>William J. Baumol and Maryse Eymonerie, "Rising Costs and the Public Institutions," *AAUP Bulletin* (June 1970), pp. 175, 183-5; Betty Bogard, "Washington Report," *Academe* (April 1971), p. 4.

<sup>3</sup>Baumol and Eymonerie, p. 184.

special favors. It too is being asked to present a more convincing case for its share of tax revenue and public support, as witnessed by rising emphasis on modern management techniques such as PPBS. Thus there must be clear evidence that institutional goals are soundly conceived and are being efficiently pursued, which in essence is one of the major functions of the development effort. There are indications, however, that a systematic approach to the future has customarily had low priority on many campuses.<sup>1</sup>

Literature on the community junior college seldom addresses Planning and Development. The tendency has been to survey separate aspects of the function but not to treat them in depth or as parts of an integrated whole.<sup>2</sup> Nevertheless, there seems to be a mounting

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<sup>1</sup>Vince Bradley, "Surveys and Opinion - Information Programs of California's Many Junior Colleges Are Called 'Sleeping Giant' of Potential Good for College Community," *College and University Journal* (Fall 1967), p. 37; Fred H. Bremer and Floyd S. Elkins, "Private Financial Support of Public Community Colleges," *Junior College Journal* (September 1965), pp. 18-9; Robert L. Hoskins, "Surveys and Opinion - Public Relations Role Is Seemingly Handled by Everyone But Professionals in 74 Responding Junior Colleges," *College and University Journal* (Spring 1968), p. 46.

<sup>2</sup>As examples: Thornton has stressed the necessity for attention to public relations but does not expand on the reasons (James W. Thornton, Jr., *The Community Junior College*. New York: John Wiley & Sons, Inc., 1966); Gleazer's book merely notes the special need for administrators broadly prepared in community relations, institutional research, and government relations, among others (Edmund J. Gleazer, Jr., *This Is The Community College*. Boston: Houghton Mifflin Company, 1968); Blocker and his associates suggest a directorship for community relations but do not enlarge upon it (Clyde E. Blocker, Robert H. Plummer, and Richard C. Richardson, *The Two-Year College: A Social Synthesis*. Englewood Cliffs: Prentice-Hall, Inc., 1965).

awareness of the importance of long-range planning and phased programs for goal achievement.

Apparently, however, there are no published studies on how community colleges prepare for the future. In the absence of research a solid basis for devising a structure and programs for institutional progress is lacking. Therefore, to aid these colleges in charting and executing a realistic course, this study will develop guidelines for organizing and maintaining the advancement effort.

#### *Assumptions*

1. Community junior colleges will continue to encounter rising enrollments, pressure for expanded educational programs, discrepancies between funding needs and receipts, and demands for efficiency.
2. The environments of all community junior colleges contain opportunities for enhancing their stability and growth.
3. While under some state restraints on their development, community junior colleges are relatively free to plan and organize institutional efforts for improvement and to seek the necessary support.
4. The organizational patterns and practices of four-year colleges and universities for institutional development are generally applicable to community junior colleges.
5. Limitations on the methodology to be used will not be such as to invalidate the guidelines that will result from the study.

#### *Definition of Terms*

*Community Junior College*—"An institution supported by public tax funds, which is controlled and operated by a board, either elected or appointed by a public official or agency, and which offers

programs and/or courses directed to the first two years of post-high school education, including the university parallel program and at least one of the following areas: occupational education and continuing education."<sup>1</sup>

*Development*—A generic term encompassing all institutional activities associated with planning and securing support, both moral and material, for the future well-being and growth of a community junior college.

*Environment*—The sum of external conditions and factors potentially capable of affecting the community junior college with respect to its goals, planning, structure, or processes.

*Field Study*—An exploratory, ex post facto, scientific inquiry to discover relations and interaction between persons and administrative units involved in the development function of community junior colleges, and between the system they comprise and the institutional environment.

*Goal*—A specified end toward which activities designed to promote the well-being and growth of a community junior college are directed.

*Guideline*—An empirically supported proposition suggesting a preferred course of action for a community junior college.

*Objective*—A specified end toward which the activities of a component unit, program, or service of a community junior college is directed.

*Organization*—The purposive and systematic process or result of arranging interdependent administrative components of a community junior college into a functional or logical whole.

*Planning*—Organized activities for systematically clarifying the goals of a community junior college and for determining preferred means and programs for their achievement.

*Process*—A progressive series of administrative actions leading toward a desired end in the operations of a community junior college.

*Public Relations*—Formal and informal activities engaged in by a community junior college to improve its image and its relations with a special audience or with the public in general.

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<sup>1</sup>Lawrence H. Arney, *A Comparison of Patterns of Financial Support With Selected Criteria in Community Junior Colleges* (Doctoral Dissertation, University of Florida, 1969), p. 11.

*Structure*—The formal differentiation and patterning of relations and responsibilities within a community junior college for task accomplishment and goal achievement.

*System*—A conceptualized bounded region in time-space, involving interchange among its functionally related parts (or subsystems), and between it and its environment.

*Theory*—A general principle proposed as an explanation of phenomena and supported by some degree of evidence.

### *Review of Related Literature*

This section will review theory, opinion, and practice applicable to the development function which has appeared in the literature of higher education during the past 15 years. Introduced by a frame of reference made necessary by the lack of agreement on what constitutes development, the review will center on environmental effects, planning and goals, structure, and organizational processes.

#### *A Frame of Reference*

Since World War II a new administrative field has emerged in institutions of higher education,<sup>1</sup> often embodied in the position of Vice President or Director of Planning and Development or a similar title. There has been no consensus, however, on the activities to be managed by such an office, as shown by the sampling of opinion and practices summarized in Table 1. As a consequence, a wide diversity has existed in concepts and in working arrangements.

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<sup>1</sup>H. Russell Bintzer, "A Strong Case for Development," *College and University Journal* (Fall 1966), pp. 3-4.



Table 1. Component Areas of the Development Function in Colleges and Universities as Reflected by Opinion and by Surveys of Practice

Program or Field	Ayres <sup>1</sup> and Russel	Bacon <sup>2</sup> and Pride	Bacon <sup>3</sup> and Leslie	Bintzer <sup>4</sup>	Corn <sup>5</sup>	Hop- <sup>6</sup> kins	Lam- <sup>7</sup> kins
Public Relations	X	X	X	X	X	X	X
Fund Raising	X	X	X	X	X	X	X
Alumni Affairs	X	X	X	X	X	X	X
Government Relations	X	X					
Recruitment (Pre- College Relations)	X			X	X	X	
Placement Activities				X	X	X	
Publications	X	X	X	X			
Student Off-Campus Programs	X						
Institutional Planning				X		X	
Business/Industrial Relations				X		X	

<sup>1</sup>Ayres and Russel, pp. 15, 23-4.

<sup>2</sup>Annette L. Bacon and Cletis Pride, "Trends in Campus Advancement," *College and University Journal* (March 1971), pp. 9-12.

<sup>3</sup>Annette L. Bacon and John W. Leslie, "Output = Input," *College and University Journal* (Fall 1970), p. 5.

<sup>4</sup>Bintzer, p. 5.

<sup>5</sup>P. E. Corn, "Surveys and Opinion - Inadequate Job Descriptions And Poor Contact With Presidents Are Major Frustrations of The Development And Public Relations Men," *College and University Journal* (Fall 1966), pp. 46-7.

<sup>6</sup>Everette H. Hopkins, "Philosophy of Institutional Advancement," *College and University Journal* (Winter 1962), p. 4.

<sup>7</sup>Robert G. Lamkins, "Surveys and Opinion - Over 75 Percent of 197 Responding Chief Development Officers Favor Consolidating Related Functions," *College and University Journal* (Winter 1968), p. 47.

One major difficulty in defining the field has stemmed from tendencies to regard the operational areas of Table 1 as independent. But comprehensive development of a college or university depends upon moral and financial support from legislators, from the public at large, and from private and governmental agencies persuaded that improving the school is a wise investment. Supporter attitudes are affected in turn by a favorable institutional image, by an appearance of effective management, and by satisfied staff, student body, and alumni. Programs directed toward these ends thus are interdependent and should be part of an integrated endeavor.

Realistic goals and the planning and organization for their achievement are inherent in the development function. They apply to the parts as well as to the whole and so involve synthesis. Review of the literature therefore will focus on appropriate theory and on opinion and practice with respect to environmental influences, goals and planning, structure, and internal processes for the development function as an entity.

#### *Environmental Influences*

*Theory*—Thompson has maintained that, since the environment contains factors relevant to goal setting and to goal achievement, it exercises a conditioning effect on organizations by imposing limitations. Among his theoretical propositions on environmental influences are several holding that institutions tend to cope with such limitations by retaining alternatives and by adaptation, the

latter being the crucial problem of specially organized, boundary-spanning components. Additional effects, in his view, are cultural norms, the inducements/contributions exchange, and the predisposition of goals through control of potential resources.<sup>1</sup>

Others have pointed to environmental influences on internal operations and relations. March and Simon contended that limitations on support increase the felt need for joint decision-making.<sup>2</sup> Miller hypothesized that conflict among subsystems is more likely as resources decline.<sup>3</sup> And Griffiths asserted that the major impetus for change is more apt to come from outside, rather than from inside, an organization.<sup>4</sup>

In theory, then, organizational flexibility and adjustment to circumstances are made necessary by an organization's interaction with its environment. This situation would seem to demand that the external milieu be well understood and that options and their consequences be studied with care.

*Opinion and Practice*—Published material on community junior colleges shows little systematic consideration of institutional

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<sup>1</sup>James D. Thompson, *Organizations In Action* (New York: McGraw-Hill Book Company, Inc., 1967), pp. 27, 32-3, 67, 81-2, 103-4, 137-8.

<sup>2</sup>James G. March and Herbert A. Simon, *Organizations* (New York: John Wiley & Sons, Inc., 1958, pp. 122, 126.

<sup>3</sup>James G. Miller, "Living Systems: Cross-Level Hypotheses," *Behavioral Science* (October 1965), p. 404.

<sup>4</sup>Daniel E. Griffiths, "Administrative Theory and Change in Organizations," *Innovation in Education*, ed. Mathew B. Miles (New York: Teachers College, Columbia University, 1964), pp. 431-2.

interchange with the environment. Whether because of youth or the past adequacy of income from state and local agencies, these colleges apparently have not felt themselves greatly affected by outside forces. Practices in the principal clusters of boundary-spanning activities do not reflect a strong attachment to interaction with the public, government bodies, or alumni.

With respect to public relations, Bradley claimed in 1967 that information programs in California community junior colleges were for the most part poorly administered with duties spread among many persons.<sup>1</sup> In his larger study Hoskins found these programs irrationally fragmented, understaffed and underbudgeted, and suffering appreciable neglect in all types of junior colleges.<sup>2</sup>

Comment on desirable relations between education and agencies of government is seldom encountered. Bacon and Pride concluded in early 1971 that insufficient effort was being given to federal and state relations by four-year colleges and universities.<sup>3</sup> For community junior colleges, Vaccaro has suggested that mutual interests between them and the federal government, presently minimal, are likely to increase sharply;<sup>4</sup> and Rodda and Mensel have recommended that these schools be activists in their federal relationships.<sup>5</sup>

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<sup>1</sup>Bradley, p. 37.

<sup>2</sup>Hoskins, pp. 46-7.

<sup>3</sup>Bacon and Pride, pp. 9-10.

<sup>4</sup>Louis C. Vaccaro, "The Two-Year College and the Federal Government," *Adult Leadership* (April 1970), pp. 302, 322.

<sup>5</sup>George Rodda and R. Frank Mensel, "Governing Boards - Trustee Power: Behind-the-Scenes Key to Community College Funds," *College and University Business* (April 1970), pp. 16, 23.

Several researchers, on investigating alumni affairs in community junior colleges, decided that the area received almost no attention. Generally, such colleges have not appointed program directors, published appropriate material, established alumni funds, or joined professional associations in this field.<sup>1</sup>

### *Goals and Planning*

*Theory*—Some theorists have held that in a broad sense survival is the ultimate goal of all open, living systems,<sup>2</sup> and, hence, of institutions of higher education. In the exchange relationship between institution and environment, by Thompson's notion, the former must demonstrate the desirability of its output if it is to receive the inputs required for survival.<sup>3</sup> For an educational institution, Parsons declared, these inputs are mainly legitimation and support,<sup>4</sup> which thus become the focus of the development effort.

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<sup>1</sup>Bremer and Elkins, p. 18; Hoskins, p. 46; C. R. MacRoy, "Surveys and Opinion - 17 Public Junior Colleges Report \$813,696 Worth of Success in Noting Their Fund Raising Efforts," *College and University Journal* (March 1971), pp. 32-3.

<sup>2</sup>A. D. Hall and R. E. Fagen, "Definition of System," *Modern Systems Research for the Behavioral Scientist*, ed. Walter Buckley (Chicago: Aldine Publishing Company, 1968), p. 87; Herbert A. Simon, *Administrative Behavior* (Second Edition; New York: The Macmillan Company, 1957), p. 18; Thompson, pp. 6, 13.

<sup>3</sup>Thompson, *Organizations In Action*, pp. 27-8.

<sup>4</sup>Talcott Parsons, "Some Ingredients of a General Theory of Formal Organization," *Administrative Theory in Education*, ed. Andrew W. Halpin (New York: The Macmillan Company, 1958), pp. 53-5, 66-9.

Theoretical considerations of planning for needed inputs have not been plentiful. However, Evan and others have suggested that to acquire support an organization must seek to manage its dependency on its environment.<sup>1</sup> Thompson has hypothesized that in light of constant assessment by outsiders, institutional fitness should be shown by demonstrated improvement on dimensions of most interest and visibility to the more important segments of the environment.<sup>2</sup> And Bolin has offered a rationale for planning as a mechanism for determining conditions desired for the future and for constructing means for their achievement.<sup>3</sup>

Essentially, then, an institution's path is influenced by external forces which control moral and material support. The selection of goals and the planning for their attainment are ways to exert some control over the train of coming events and to guide them in desirable directions.

*Opinion and Practice*—Papers presented at symposia sponsored by the Institute of Higher Education, University of Georgia, seemingly agreed on the essential nature of clear-cut goals and supportive planning and, with other publications of the Institute, offered a

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<sup>1</sup>William M. Evan, "The Organization-Set: Toward a Theory of Interorganizational Relations," *Approaches to Organizational Design*, ed. James D. Thompson (Pittsburgh: University of Pittsburgh Press, 1966), pp. 175-84; Thompson, *Organizations in Action*, pp. 32-8.

<sup>2</sup>Thompson, *Organizations in Action*, pp. 88-91.

<sup>3</sup>John G. Bolin, *Institutional Long-Range Planning* (Athens: Institute of Higher Education, University of Georgia, 1969), pp. 2-3.

number of proposals on principles and practices. In brief, there appeared to be a consensus that such planning should be purposeful, should occur through team effort in a structured context, and should encompass all major concerns and constituencies. Emphasis throughout was on a coordinated, institution-wide approach rather than compartmentalization in a single unit.<sup>1</sup>

While opinion has varied on involvement by development officers in determining institutional goals and in forward planning, practitioners seem agreed that their effectiveness is associated with increased participation in long-range planning, goal setting, and policy making. Halvarson found confirmation of this thesis in the current practices of four-year colleges and universities, with over three-fourths of the chief development officers in his study being active in these areas.<sup>2</sup> A similar finding of involvement was disclosed by Bornheimer in his investigation of private liberal arts colleges of moderate size.<sup>3</sup>

Bintzer has said that the development goal in higher education is to increase resources and that success rests on

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<sup>1</sup>Galen N. Drewry (ed.), *The Administrative Team and Long-Range Planning* (Athens: Institute of Higher Education, University of Georgia, 1967); Bill D. Feltner (ed.), *The Administrative Team: Relationships to Internal and External Groups* (Athens: Institute of Higher Education, University of Georgia, 1968); Bolin, *passim*.

<sup>2</sup>Carl M. Halvarson, "Surveys and Opinion - Chief Development Officers Indicate Increasing Responsibilities Are Being Heaped on Them Internally," *College and University Journal* (Spring 1969), pp. 44-5, 47.

<sup>3</sup>Bornheimer, p. 134.

unanimity of purpose and on planning for its accomplishment.<sup>1</sup> This contention was reinforced by Bacon and Pride's disclosure that over two-thirds of the 241 colleges and universities in their survey had long-range development goals, and that the existence of these goals was positively related to gift income.<sup>2</sup> The need for a philosophic and planning base to guide activities has also been attested, particularly for public relations in community colleges.<sup>3</sup>

### *Structure*

*Theory*—In his systems approach Miller hypothesized that growing systems develop in the direction of more differentiation and interdependence of subsystems, and of sharper system and subsystem boundaries.<sup>4</sup> March and Simon also discerned a tendency for organizations facing a fluid environment to segregate programs in self-contained units.<sup>5</sup>

Thompson considered that rational response to environmental conditions causes the formation of internal organizational units specialized to work with a limited range of these influences, the

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<sup>1</sup>Bintzer, p. 4.

<sup>2</sup>Bacon and Pride, p. 10.

<sup>3</sup>Robert Gardner and Ted Hunt, "The Community College Administrator and Public Relations," *College and University Journal* (Spring 1969), p. 43.

<sup>4</sup>Miller, "Living Systems: Cross-Level Hypotheses," p. 405.

<sup>5</sup>March and Simon, pp. 24, 29, 159.



boundary-spanning elements being means for adapting to uncertainties. This leads to segmentation and to structuring according to the nature of the environment and the restraints it exerts.<sup>1</sup>

In Parsons' conceptualization of organizational structure, the managerial component administers internal affairs and mediates between the technical system and the external situation, particularly with respect to product output and resource procurement. The management level of educational institutions therefore must be designed to operate vertically with suborganizations and with overlying authority, and horizontally with referents who are sources of support and influence.<sup>2</sup>

Theory thus emphasizes the need to adapt structure to external conditions and to the requirements of the operational component of the organization. The former leads to the establishment of specialized units and the latter, especially in educational institutions, involves means for coordination, cooperation, and team play.

*Opinion and Practice*—The range of opinion on specialized units thought necessary in the development function was described in the introductory frame of reference. There was little consensus except with regard to public relations, alumni affairs, and fund raising; neither was there any apparent agreement on structure to relate the several areas to themselves or to others.

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<sup>1</sup>Thompson, *Organizations in Action*, pp. 81-2.

<sup>2</sup>Parsons, pp. 41-56.

On the other hand, the necessity for coordinating all efforts that contribute to development goals is a widespread opinion in the literature.<sup>1</sup> Ayres and Russel determined that larger institutions of higher education were, in fact, consolidating responsibility and authority in the field.<sup>2</sup> The trend is not a rapid one, however, as witnessed by Britt's finding in 1968 that but two of every five state institutions of higher education had a single office responsible for planning, public and government relations, alumni affairs, and fund raising.<sup>3</sup>

In 1962 Ayres and Russel proposed a line assignment for a central office charged with coordinating development activities and headed by a second echelon (vice president level) administrator,<sup>4</sup> an arrangement noted by Millet as a common one at the time.<sup>5</sup> Halvarson reported in 1969 that 89 percent of his sample of colleges and universities conformed to this pattern,<sup>6</sup> the apparent discrepancy with Britt lying with the scope of the activities being coordinated.

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<sup>1</sup>American College Public Relations Association, "The Greenbrier Report," *College and University Journal* (Spring 1967), p. 31; Bintzer, p. 4; Hopkins, p. 10.

<sup>2</sup>Ayres and Russel, pp. 82-3.

<sup>3</sup>William M. Britt, "The Office for Development at Selected State Institutions of Higher Education" (*Dissertation Abstracts*, April 1968), 3915A.

<sup>4</sup>Ayres and Russel, pp. 11, 84.

<sup>5</sup>John D. Millet, *The Academic Community* (New York: McGraw-Hill Book Company, Inc., 1962), p. 193.

<sup>6</sup>Halvarson, p. 44.

Community junior college practices in organizing for development do not appear to have been investigated in depth, although there is evidence that the role and placement of public relations has been structurally troublesome to these institutions. Bradley, for instance, felt that the public relations task should be vested in a line officer on the same level as major administrators and separately responsible to the president.<sup>1</sup> This view was also held by Gardner and Hunt who with Hoskins concluded that the role itself required clarification in many institutions.<sup>2</sup>

Burnette observed an evolutionary trend in the decentralization of development activities in Florida community junior colleges. Early in their evolution responsibilities for public relations and institutional research were usually located under the president as separate staff positions. With growth of the college these functions tended to become part of an additional staff office titled Assistant to the President, with gradually increasing involvement in the larger colleges with planning, institutional articulation, and plant expansion.<sup>3</sup>

#### *Internal Processes*

*Theory*—Theory has viewed process as closely interrelated with goals and with structure. Simon suggested some years ago that

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<sup>1</sup>Bradley, p. 37.

<sup>2</sup>Gardner and Hunt, p. 45; Hoskins, pp. 46-7.

<sup>3</sup>Horace J. Burnette, *An Analysis of the Internal Organizational Structure of Selected Public Junior Colleges in Florida* (Doctoral Dissertation: University of Florida, 1966), p. 111.

the appropriateness of decisions for accomplishing specified goals is the principal concern of administrative theory.<sup>1</sup> Extending this opinion, Griffiths concluded that the decision-making process is the central one of administration, and that it determines the structure of the organization in which it occurs.<sup>2</sup> While conceding that structural concepts are indispensable, Thompson considered that the focus of theory should be on the processes.<sup>3</sup>

Cyert and March regarded decision making as the output of an organizational coalition, consisting of the selection of objectives through repetitive bargaining together with the resulting commitments.<sup>4</sup> March and Simon later amended this notion, suggesting that analytical solutions will take precedence over bargaining to the extent that they are feasible.<sup>5</sup>

Miller held that growing systems lean toward more decentralization of decision making and more interdependence of subsystems. These tendencies, together with the inclination of

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<sup>1</sup>Simon, p. 240.

<sup>2</sup>Daniel E. Griffiths, "Administration as Decision-Making," *Administrative Theory in Education*, ed. Andrew W. Halpin (New York: The Macmillan Company, 1958), pp. 122, 126, 148.

<sup>3</sup>James D. Thompson, "Modern Approaches to Theory in Administration," *Administrative Theory in Education*, ed. Andrew W. Halpin (New York: The Macmillan Company, 1958), pp. 32-3.

<sup>4</sup>R. M. Cyert and J. G. March, "A Behavioral Theory of Organizational Objectives," *Modern Organization Theory*, ed. Mason Haire (New York: John Wiley & Sons, Inc., 1959), pp. 76-90.

<sup>5</sup>March and Simon, pp. 156, 169-70.

organizations to group complementary specialties in the interests of accuracy and efficiency, lead to major problems of communication.<sup>1</sup>

Thompson remarked that in a situation of interdependence, coordination of effort is the key to concerted action.<sup>2</sup> Coordination being a function of communication, the effectiveness of communication is in turn dependent upon the arrangement and efficiency of channels of interaction.<sup>3</sup> By Miller's hypothesis, communication is always subject to degradation and distortion in proportion to the number of components involved and the distance traveled.<sup>4</sup>

In brief, theorists have stressed the intimate relationship between decision making and structure and goals. Both decision making and the action processes which follow are concerned with interaction between specialized and interdependent components, in which effective communication and coordination of effort are essential.

*Opinion and Practice*—There seems to be no overview in the literature of process in relation to the coordination or execution of Planning and Development activities in higher education. Ayres and Russel did, however, suggest a list of possibilities for the director of development which could provide a base for inferences

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<sup>1</sup>Miller, p. 405.

<sup>2</sup>Thompson, *Organizations in Action*, pp. 55-61.

<sup>3</sup>March and Simon, pp. 162-9.

<sup>4</sup>Miller, "Living Systems Cross-Level Hypotheses," pp. 387-9, 390.

since they are couched in terms of coordination and interrelations of institution-wide activities.<sup>1</sup>

Moreover, there appear to be few broad analyses of the respective component fields. For instance, Silagyi examined in detail a proposed office of grant coordinator in a community junior college and diagrammed the flow of activities. In his construction, this coordinator would be the locus of all matters pertaining to grants and financial support.<sup>2</sup> The discussion was not, however, extended to include relationships with complementary and supporting functions.

Halvarson, as another example, investigated the degree to which development officers were included in selected planning and policy-making practices.<sup>3</sup> Hoskins and Bradley independently evaluated the public relations effort in all types of junior colleges from the viewpoint of effectiveness and cohesiveness.<sup>4</sup> Bremer and Elkins looked at internal organization and accomplishments of community junior colleges for fund raising.<sup>5</sup> Occasional reference is found in the literature to college and university practices in the area of government relations. None of these have been framed

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<sup>1</sup>Ayres and Russel, pp. 23-4.

<sup>2</sup>Dezo V. Silagyi, "Grants Are Not Made In Heaven," *College and University Business* (October 1970), p. 45.

<sup>3</sup>See Halvarson.

<sup>4</sup>See Bradley; Hoskins.

<sup>5</sup>See Bremer and Elkins.

in the context of a comprehensive and integrated institutional program for development or of interactions among interdependent units.

### *Summation*

Unlike universities and four-year colleges, community junior colleges apparently have been slow to recognize a need for new initiatives in preparing for the future. The widely publicized pressures on government budgets at all levels may be altering their attitudes in this respect since some of them now seem to be moving toward more activity in this area.

At present there seems to be little agreement on preferred scope or organization of institutional efforts in planning and managing for days to come, either in higher institutions or in community junior colleges. Neither is there a consensus on just what activities should be included. Constituent elements are seldom regarded as parts of a unified enterprise.

There is an apparent divergence between theory and practice in the development effort of community junior colleges. On the one hand, theory indicates that with organizational growth specialties will tend to become compartmentalized and interdependent, which leads to need for central coordination. The resultant structure, unit connections, and processes will be heavily conditioned by the goals to be achieved, as they in turn will be influenced by the environment. Yet reported practices of community junior colleges

in the field of development, showing evidence of fragmented and partial programs, seem to indicate only marginal thought and support for the function.

### *Procedures*

#### *Methodology*

The study has been developed in the order in which questions were presented in the problem statement. The first phase produced a conceptual framework based on deductions from the literature and then derived tentative guidelines for practice as suggested by the concept and by expert opinion and previous investigations in the field. The second phase identified and selected four community junior colleges exhibiting a range of arrangements for institutional development. A field investigation of their programs was then conducted and pertinent philosophies and practices in the selected institutions were compared with the derived guidelines. In the third phase the original guidelines were accepted, rejected, or revised as the result of findings in the field phase and finally presented as suggestions for possible institutional use.

#### *Derivation of Tentative Guidelines*

The conceptual framework, deduced from theory and from opinion and practice, related the formulation of institutional goals and development objectives to organization and processes for their attainment. This pattern of relationships and processes furnished



a basis for general propositions affecting organization of the development effort. These propositions then served as the source of tentative guidelines for establishing or modifying institutional structure and procedures. In their turn, the derived guidelines provided the foundation for the field investigation which followed.

### *Field Investigation*

*Characteristics*—A field study, while an accepted type of scientific inquiry, nevertheless possesses recognized limitations. It is by nature an ex post facto, exploratory, and descriptive investigation of existing conditions. According to Fox, there are two criteria which justify this case study type of approach. First, there is a lack of information about a problem of significance, and second, the situations which could generate the desired information do exist and are accessible to the researcher.<sup>1</sup> Kerlinger has listed the purposes of exploratory studies of this kind as being: to discover significant variables in the field situation, to discover relations among variables, and to lay a groundwork for later, more systematic and rigorous testing of hypotheses.<sup>2</sup>

Strengths of this method have been identified as realism, social significance, strong variables, theory orientation, and

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<sup>1</sup>David J. Fox, *The Research Process in Education* (New York: Holt, Rinehart and Winston, Inc., 1969), pp. 424, 427-8.

<sup>2</sup>Fred N. Kerlinger, *Foundations of Behavioral Research* (New York: Holt, Rinehart and Winston, Inc., 1964), p. 388.

discovery potential.<sup>1</sup> It is an especially useful procedure when answers to the research question lie in interaction and relationships in a real life situation.

At the same time the method has acknowledged weaknesses. The many variables are difficult to separate and there is a considerable degree of imprecision in their measurement. Statements of causal relations are weak due to the ex post facto character of the investigation. Also, the outcome may be affected by limitations of feasibility, cost, time, and sampling.<sup>2</sup>

*Sample Selection*—Each member of a panel of knowledgeable judges were asked for ordered nominations of several institutions with exemplary programs for Planning and Development, as well as several considered average among those giving attention to the function. Following are the criteria used by panel members in making their designations:

1. Policy commitment to institutional Planning and Development.
2. On-going and active programs for Planning and Development.
3. Strong institutional support for Planning and Development.
4. Enterprising and energetic staff for Planning and Development.
5. Institutional location in the southeastern United States.

Panel nominations in the exemplary category were combined into a single ordered list and cooperation in the study was then

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<sup>1</sup>Kerlinger, p. 389.

<sup>2</sup>*Ibid.*, p. 390.

sought from colleges ranked first and third, the second being passed over to obtain a balanced geographical distribution. One college from the average group was selected at random, as was one from among all community junior colleges in the southeastern United States. All institutions having agreed to participate, they were visited in the sequence of Transitional Community College, Rural Community College, Industrial Center Community College, and Metropolitan Community College.

*Data Collection*—Data were collected by two means, interview and document search. After detailed examination of catalogs and other available written material, each campus was visited. Personal interviews based upon, but not limited to, a previously prepared interview guide (Appendix) were conducted with the college president and with persons directly engaged in Planning and Development activities. Interviews were also held with other officials, dependent upon their degree of involvement. All officials were assured of confidentiality in the study.

The interview guide was constructed in two parts, one to gain background information and the other to investigate the applicability of the derived guidelines:

- The first section pointed toward identifying environmental influences and the institutional purpose and goals, together with practices for Planning and Development.
- The second section sought to determine factors and procedures affecting the tentative guidelines.

### *Derivation of Final Guidelines*

Each tentative guideline was examined in light of the practices and policies of the respective institutions. The purpose of this step was to validate or amend the original derivations in order to produce a set of rational guidelines and associated explanations and justifications which could be useful to community junior colleges in organizing and maintaining institutional efforts for Planning and Development.

### *Organization of the Research Report*

The study is reported in eight chapters. The first, containing an introduction and explaining the framework of the investigation, is followed by one in which the tentative guidelines are derived. Emphasis is placed on conceptual design and operational guidance.

The four community junior colleges investigated are next discussed in separate chapters, each of which opens with a summary of the institutional setting. Sections are then devoted to environmental influences, institutional purposes and goals, developmental objectives, structure, and processes for Planning and Development as revealed by documents and by interviews.

The seventh chapter consists of an analysis of the originally derived guidelines in light of practice and interview results at the four colleges. The basis for confirmations, rejections,

modifications, and additions is discussed. A final set of suggested guidelines is presented.

The study concludes with a chapter summarizing the investigation and its findings, together with a résumé of implications for community junior college goals, planning, organization, and processes.

## CHAPTER II

### TENTATIVE GUIDELINES FOR ORGANIZING THE DEVELOPMENT FUNCTION

By definition, institutional development encompasses all the activities associated with planning and securing support for the well-being and growth of a community junior college. Its purpose is to assist the president in discharging a major segment of his responsibilities through central coordination and accountability for numerous interrelated functions.

Development is an important part but not necessarily the whole of institutional planning. It draws heavily on but does not monopolize institutional research. Its output provides direction for other operations of the college, and its input comes from outside as well as from inside the institution. Proposed guidance therefore must deal with a web of internal relationships and with external conditioning factors.

#### *The Environment*

Theory indicates that the environment, as a source of material and moral support, exerts an influencing effect on a college or university. The institution responds, according to this concept, by keeping open a range of alternative actions, by establishing specialized units to cope with external limitations, and by adapting to pressure

when necessary to its existence.<sup>1</sup> Such responses, if rational, imply knowledge and analysis of environmental conditions.

The setting of a community junior college is a particularly complex one (Figure 1). Policy normally comes from accrediting bodies, from states, and from a local board, and sometimes indirectly through federal channels. Suggestions, some of which may constitute quasi-policy, flow from multiple sources—individuals, lay committees, state agencies, and professional associations of many kinds. Financial support, largely state and local but potentially including private contributions, is often affected by perceptions of institutional effectiveness. Moral support, perhaps the most intangible of the environmental factors, affects all others and is the resultant of a mass of interacting impressions and opinion. In the end, an aggregate of support springs from a host of interlocking judgements and aspirations. As Logan Wilson has written, in noting the changing role of institutions of higher education: "Some are autonomously apart from their immediate environment, but most are caught up in it and cannot escape popular conceptions about what they out to be. . . ."<sup>2</sup>

What a community college is and what it can become thus depends in considerable measure upon limitations and opportunities in the environment. The college's purposes are broadly predisposed by

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<sup>1</sup>Thompson, *Organizations In Action*, pp. 27-33, 67, 81-2 103-4, 137-8.

<sup>2</sup>Logan Wilson, *Emerging Patterns in American Higher Education* (Washington: American Council on Education, 1965), p. 2.

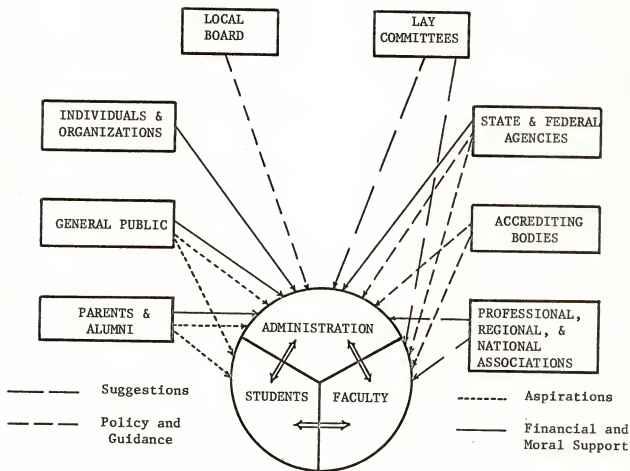


Figure 1. Actual and Potential Sources of Influence on Community Junior Colleges



existing and expected physical and social conditions, and its operative goals are influenced by this milieu. A thorough and continuing assessment of institutional surroundings and their present and potential impact upon the college, therefore, is an essential undertaking.<sup>1</sup> This first proposition, that *environmental factors condition the goals and purposes of an institution of higher education*, leads to two proposals affecting the development function.

*Guideline 1a - The community junior college should periodically identify and assess the limitations imposed by its environment.*

This formal assessment is necessary to insure that the principal boundaries to institutional action are known and that their relative importance is weighed. Statute, policy, public norms, significant opinion, likely direction of social change, and circumstantial factors all set restrictions on what an institution should be or should attempt. These do change, however, and so re-evaluations are needed from time to time.

Emphasis here is on a formal, analytic process, based on research, as a foundation for all institutional planning and programs.<sup>2</sup>

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<sup>1</sup>Logan Wilson, in a brief but comprehensive summing up of external constraints on universities, has said that a first step in modifying institutional governance should be "a hard look at external policy constraints." See "Changing University Governance," *Educational Record* (Fall 1969), pp. 401-2.

<sup>2</sup>"Planning is a tool for dealing with rapid change, a way of coping with the unexpected." Alvin C. Eurich, "Plan or Perish," *College and University Journal* (Summer 1970), p. 19.

While approaches will vary with institutions and with the sensitivity of situations, it seems essential that decision-makers understand external constraints and the implications of possible change on the future of the college.<sup>1</sup> As a minimum, the process should identify environmental trends and influences and their nature, and should estimate their respective effects on institutional purposes and operational goals, when established.

*Guideline 1b - The community junior college should periodically identify and assess opportunities in its environment for expanding its goals and for improving its capabilities for goal attainment.*

The institutional environment contains sources of opportunity as well as restraints. With sufficient cause statutes and policy can be altered. Customs can be modified, opinion can be shifted, and adverse situations can be reversed through planned effort. Greater material and moral support can be sought out.<sup>2</sup> First, however, opportunities must be identified and their potential assessed and related to institutional purposes and goals. Otherwise, a successful but uncoordinated program may result in unexpected and unwanted imbalances.<sup>3</sup>

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<sup>1</sup>Bolin, pp. 6-7 and 16, and Eurich, p. 21, both emphasize the necessity for assumptions and projections as foundations for institutional planning.

<sup>2</sup>The potential of persuasive influence has been outlined by John D. Millet in his "Value Patterns and Power Conflict in American Higher Education," excerpts from which appeared in *College and University Journal* (March 1971), p. 31, under the title "Surveys and Opinion—In Considering Their Own Future Needs For Increased Financial Remuneration, Faculty Should Help Sell Higher Education."

<sup>3</sup>For instance, J. Wayne Reitz has cautioned institutions of higher education about the possibilities of imbalances which could be

Again, stress is on method. Like limitations, opportunities vary with time and require periodic re-analysis with respect to purposes and goals. And even more so than limitations, opportunities are disclosed by a variety of inputs originating within and without the institution. Systematic collation and assessment of these possibilities are necessary to planning and decisions and for the ongoing guidance of administrators. From research, then, and from information and advice provided by institutional and noninstitutional sources, ideas can be obtained for furthering the status and growth of the college.

#### *Elements of Institutional Development*

The development function in institutions of higher education can be conceived as consisting of several distinct elements with sequential patterns of action leading to institutional well-being and growth (Figure 2). With some expansion these clusters of activity provide a framework for deriving proposals for organizing and maintaining a comprehensive community junior college effort for institutional development.

Environmental factors impinge upon the formulation of institutional purposes by setting boundaries and by harboring

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caused by federal programs. See his "The Administrative Team and Governmental Relations," in Feltner's *The Administrative Team: Relationships to Internal and External Groups*, p. 32. Also see Jay L. Chronister, "Institutional Goals in Review," *College and University Journal* (Spring 1970), p. 38.



opportunities, and so inclining the college toward certain educational postures and outcomes.<sup>1</sup> From the purposes for which the institution exists flow guidance for its operational goals, which in turn are fashioned with due attention to environmental conditions and influences and to the research analysis of limitations, opportunities, and educational imperatives. These goals, founded on institutional purposes, are specific statements of what the college intends to accomplish over a period of time.<sup>2</sup> The result is a set of operational guideposts with implications of relative importance, toward which efforts of the college can be directed.

Operational goals for the institution thus are the source of objectives for the development function.<sup>3</sup> Such objectives, whether a restatement of the goals or deduced from them, deal with the future well-being and progress of the community junior college. Drawn from,

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<sup>1</sup>Purposes in the higher education sector are usually politically determined by coalitions and trade-offs of interest within and external to the systems in question." Richard E. Peterson, *The Crisis of Purpose - Definition and Uses of Institutional Goals* (Washington: ERIC Clearing house on Higher Education, October 1970), p. 3.

<sup>2</sup>Peterson, p. 3, has defined goals as "the particular, possibly unique pattern of specific ends, outputs, and priorities established for a single college or university." Bolin, p. 26, has emphasized the need for specificity in stating institutional goals.

<sup>3</sup>Peterson, p. 3, has said: "I use the word *objective* in speaking about the ends of various component units, programs, and services." Further, according to Casasco, "Objectives are aims or targets attainable in a specific period of time and capable of measurement." See Juan A. Casasco, *Corporate Planning Models for University Management* (Washington: ERIC Clearing house on Higher Education, October 1970), p. 3.

and supportive and complementary to the more comprehensive goals, their role is to focus developmental processes. Their derivation and later approval by institutional leadership is an initial and separate task of the planning team.

These developmental objectives then serve as the basis for developmental programming, which is regarded as the systematic determination of the preferred means and activities for achieving such objectives. This programming is concerned with alternatives, with professional fields of endeavor, and with current and needed resources. It is also involved with the scope and thrust of promising programs, the structure and organization (either by task or functional area) necessary to execute those programs, and with choice among them. Programming outlines what is to be done, and the related who and how and when.

Programming having clarified the direction in which action is to proceed and the required human and material resources, structure is brought into being or modified as the mechanism for program execution. And structure in this sense includes a congenial climate of collegial relations, effective communication, and the personnel and allocated responsibilities for implementing the planned programs.

Broadly conceptualized in the programming phase, action programs need further assessment and supplementation by the operators who will carry them out. Flexibility is a prime consideration and

must be assured. As for actual execution, the development office is responsible for its own programs and for the coordination of all others.

As a final element, evaluation of the effectiveness of preparation and execution of programs is necessary. Preferably, this appraisal should be conducted by an agency uninvolved with the preceding phases but still appreciative of the objectives sought, the nature of the particular environment, and the problems encountered. Resultant findings are used to change and to strengthen concepts and practices in programming and in implementation.

#### *Processes for Institutional Development*

The functional elements in development lend themselves to categorization as processes (Figure 3), and these processes assist in the derivation of useful propositions and proposals. Thus, developmental goal-setting with inputs from institutional goals and from research form a Guidance Process which affects all aspects of a college's efforts to enhance its well-being and growth.

The subsequent Programming Process consists of three principal steps: the identification and analysis of alternate courses of action, the selection of preferred courses of action, and the preparation of concrete programs. This stage receives input from goals and research, and from the specialty fields directly involved in program implementation.

Broad guidance and general resource requirements having been developed through Programming, the Action Process can then move forward with the establishment or modification of structure, to include procedures, and with the expansion and execution of agreed programs. Input comes from both the Guidance and the Programming Processes and from the respective fields of operational specialty. The expertise of the latter is needed whether action is organized by task groups or by area of specialization.

The evaluation Process, beginning after action is in progress, undertakes to appraise effectiveness. It, too, draws on other processes, obtaining facts from Research, conceptualization from Guidance, program intent and composition from Programming, and information on execution from the Action Process. Its output feeds back into the other processes to alter and improve their performance.

These process categories and their constituent activities offer a convenient and coherent design for organizing the Planning and Development function in community junior colleges. They provide an integrating foundation for related propositions and initial guidelines to be derived from the literature of the past 15 years.

Planning, it will be recalled, was defined as "organized activities for systematically clarifying the goals of a community junior college and determining preferred means and programs for their achievement." Its inclusion as a major aspect of Planning and Development then brings into question its relation to the developmental



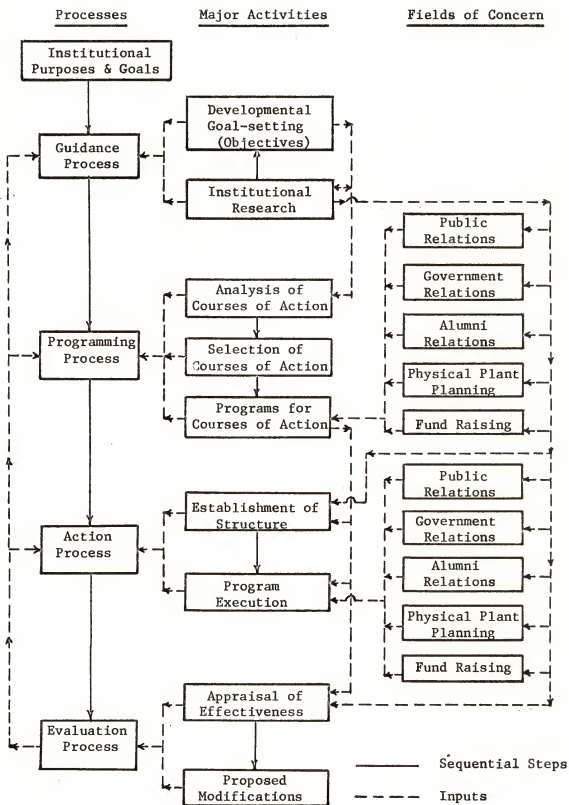


Figure 3. Processes in Institutional Development

subfunctions and to the processes of Figure 3. There is no inconsistency. Planning is viewed here as a functional responsibility which is carried out by means of the indicated processes but which employs the potential contributions of the respective operating fields. Its task is to refine institutional purposes and goals and then tentatively to program activities in the operating fields to achieve these purposes and goals (Figure 4).

#### *The Guidance Process*

*Explicit institutional goals, determined collegially and approved by the governing board, provide direction and emphasis for the developmental effort of community junior colleges.<sup>1</sup> This second proposition generates a number of proposals applying to the institution and to the development function in particular, which lay the necessary foundation for composing action programs at a later stage.*

*Guideline 2a - The college should establish a sincere commitment by its top officials to institutional Planning and Development.*

A distinguished public figure, chairman of the board of regents for a prominent university, has classed trustee insistence on an effective long-range plan as foremost among the more important tasks of a governing board.<sup>2</sup> And in devising such a plan, according

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<sup>1</sup>Drawn from Eurich, pp. 20-1, and from Chronister, p. 37.

<sup>2</sup>John W. Snyder, "Long Range Planning Is An Effective Sales Tool," *College and University Business* (May 1971), p. 24.

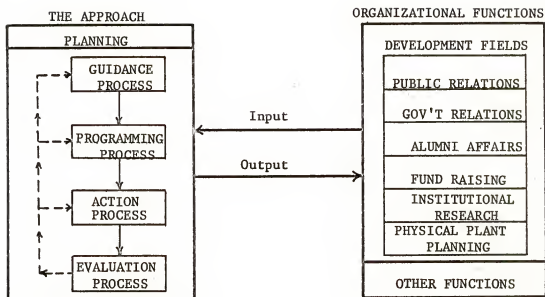


Figure 4. Relationship of Planning to Subfunctions of Development

to Eurich, "The first essential step in planning is a *commitment* to plan by the president, the other key administrative officers, and the trustees."<sup>1</sup> For planning to be successful, in Casasco's opinion, "the chief executive must, in most cases, be fully involved in the process, and the depth of his commitment must be unequivocally impressed upon his management and staff."<sup>2</sup> Bolin has concurred in the belief that inadequate commitment by the chief executive is pre-eminent among the reasons for failures in planning.<sup>3</sup>

Demonstrated commitment to planning by top officials promises thorough consideration of the final product together with recognition of the probability of change. Participation by constituent groups is thus encouraged, and the provision of necessary resources for the effort is thereby assured. Further, this indication of effective management gives powerful support to action programs which evolve, this evidence being regarded as vital in obtaining outside support for the institution.<sup>4</sup>

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<sup>1</sup>Eurich, p. 19. Also see Francis C. Pray, "Total Resource Advancement," *College and University Journal* (Summer 1970), p. 29.

<sup>2</sup>Casasco, p. 5.

<sup>3</sup>Bolin, p. 32.

<sup>4</sup>Gordon W. Blackwell, "Overall Institutional Considerations in Planning," and Hollis Moore, Jr., "Team Play in Planning," in Drewry's *The Administrative Team and Long-Range Planning*, pp. 8 and 58; Snyder, p. 24; Herbert Wilson, "Administrative Team Relationships to Support and Development Groups," in Feltner's *The Administrative Team: Relationships to Internal and External Groups*, pp. 50, 52.

*Guideline 2b - The college should use institutional purposes as the basis for determining its operational goals and should obtain clarification of these purposes where they are not sufficiently specific.*

Brumbaugh has observed that a clear statement of purposes is a fundamental prerequisite for institutional planning but that purposes are commonly phrased so generally as to be of little value.<sup>1</sup> Bolin has commented on the importance of defined purposes as the keystone of all institutional effort and has urged that they be framed in specific and functional language so that meaningful goals can be derived.<sup>2</sup> What a college stands for and what it seeks to accomplish therefore is to be established at the outset. And authorities seem unanimous in feeling that purposes and goals can be determined by collegial endeavor rather than by administrators and/or trustees acting alone.<sup>3</sup>

*Guideline 2c - The college should utilize research in formulating institutional goals and as the basis for programming.*

Heilman has remarked upon the need for an institution of higher education to know more about the groundpoint from which it starts before it can give serious consideration to where it wants to go.<sup>4</sup>

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<sup>1</sup>A. J. Brumbaugh, "The Elements of Planning and How They Fit a Team Approach," in Drewry's *The Administrative Team and Long-Range Planning*, p. 14.

<sup>2</sup>Bolin, pp. 7-8.

<sup>3</sup>Bolin, pp. 26-7; Brumbaugh, p. 15; Chronister, pp. 38-9; Eurich, p. 20; Charles B. Neff, "Planning and Governance," *Journal of Higher Education* (January 1971), p. 126.

<sup>4</sup>E. Bruce Heilman, "Fiscal and Physical Planning," in Drewry's *The Administrative Team and Long-Range Planning*, p. 22.

Blackwell has stressed the fundamental role of research in fashioning a grand design for an institution's future,<sup>1</sup> and Bolin has maintained that "future goals and objectives can be set only after the institution has determined its status."<sup>2</sup>

There are other important investigative tasks for research. For this reason it is viewed not as an exclusive arm of development but as a contributor under a timesharing arrangement. Its exact location in the administrative structure will depend upon the scope of its assigned projects and the central focus of its activities.

*Guideline 2d - The college should utilize consultants to assist in the derivation of institutional goals and for advice on their relative priorities.*

The usefulness of consultants has been widely recognized at all levels of educational systems. Even though the collegial approach brings many talents to bear, institutional personnel are sometimes handicapped by personal bias or lack of expertise. Bolin has suggested that consultants offer the advantages of averting inconsistencies, of keeping attention trained on institutional purposes and the

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<sup>1</sup>Gordon W. Blackwell, p. 6. Eurich, p. 20, has emphasized the necessity for gathering essential information as a preliminary step in planning. William D. Sutterfield has stressed the potential contribution of institutional research to all phases of analysis and decision-making. See his "College Planning Could Use HELP," *College and University Business* (March 1971), p. 43.

<sup>2</sup>Bolin, p. 25.

task at hand, and of advising on needed data and the methods for its collection.<sup>1</sup> Brumbaugh has viewed outside resource persons as indispensable in all phases of forward looking, citing their aid in preventing "introversion and myopia."<sup>2</sup>

There are limits, however, on what should be expected from consultants. Their role is purely an advisory one and final responsibility must rest with college members. Further, widespread participation by institutional personnel in the several processes awakens enthusiasm for change and for cooperation in the action programs.<sup>3</sup>

*Guideline 2e - The community junior college should identify and appraise alternative objectives for institutional development in light of environmental influences and the operational goals of the college.*

Institutional goals are the source for developmental objectives, these being precise statements of the ends to be attained through developmental activities—in Blackwell's phrase the "specific targets for detailed planning action."<sup>4</sup> The identification and analysis of such ends comprise a separate procedural step in refining just what the development effort should seek to accomplish.

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<sup>1</sup>Bolin, pp. 3-4.

<sup>2</sup>Brumbaugh, p. 16. Eurich, p. 20, also has pointed out the value of using outsiders to assist in planning.

<sup>3</sup>Bolin, p. 4; Casasco, p. 2; Pray, p. 29.

<sup>4</sup>Gordon W. Blackwell, p. 4.

There are often several paths to a desired goal. Each must be examined for feasibility, suitability, and acceptability. That is to say, is the aim fitting under the prevailing and expected circumstances? Is it realistically attainable with given or potential resources? Is it agreeable to those who will be affected within and without the institution? To these measures Bolin has added clarity and mutual compatibility, meaning explicit statements and complementary characteristics.<sup>1</sup>

The derivation of developmental objectives is regarded as a team project preliminary to detailed programming. While the part of the development officer is treated ambiguously in the literature, there is seeming agreement that he should be a major participant. The role is conceived here as one of leadership in a cooperative undertaking.<sup>2</sup>

*Guideline 2f - The community junior college should select preferred developmental objectives from among the alternatives, determine their recommended priority, and secure authoritative concurrence.*

Regardless of the means by which alternative objectives are identified and appraised, the choice of preferred ones and the determination of their relative priority constitute higher decision-making. Since the objectives finally adopted will influence the

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<sup>1</sup>Bolin, pp. 26-7.

<sup>2</sup>Eurich, p. 20, has contended that the formulation of "specific down-to-earth recommendations that are feasible" and of a related timetable are major responsibilities of the planning officer.



future direction of the college, their selection should be made through comparative analysis and the ultimate consensus of all institutional constituencies.<sup>1</sup>

Priorities are necessary.<sup>2</sup> Not all objectives can or should be pursued with equal vigor. To serve as effective guides for developmental activities, there must be some differentiation of their relative importance. Absence of clearly defined objectives and their precedence can be inferred from much of the organizational uncertainty in the literature.<sup>3</sup>

### *The Programming Process*

Once developmental objectives and their priorities are established, consideration can be given to ways and means for their achievement. This cluster of interests and actions, operationally oriented, is to be distinguished from the more comprehensive

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<sup>1</sup>Based on Cyert and March, pp. 76-90. Eurich, p. 20, has considered trustee approval necessary for institutional plans.

<sup>2</sup>Benjamin R. Wygal, in his *Planning and Development Operational Procedures* (Florida Junior College at Jacksonville, September 1969), p. 2, has quoted a 1969 report to the College by the Associated Consultants, Inc., as recommending: "Priorities for program development and for institutional development must be formulated" (p.28). Peterson, p. 10, has said: "Institutional goal determination has two end products: identification of goals, and establishment of priorities among the goals."

<sup>3</sup>Chronister, p. 39, and Eurich, p. 18, have held that lack of agreement on top priorities is one of the critical problems facing colleges and universities today.

conceptualization of planning as embracing the entire range of goal-setting, program formulation, and evaluation.<sup>1</sup> The distinction between programming and planning is emphasized here to separate an essentially internal and technical process from the wider boundary-spanning functions of planning.

Programming in this sense is perceived as a set of institutional activities for arriving at specific programs, to include the necessary organization and required resources. A third proposition then follows that *the development effort should be designed to attain its selected objectives in support of institutional goals and should encompass appropriate organization, procedures, and action programs.*

*Guideline 3a - An Office of Planning and Development should be established and charged with coordinating plans and programs for the future well-being and growth of a community junior college.*

As Casasco has noted, "A key function of management is to organize for planning. Responsibilities must be assigned, . . . an efficient communications network must be developed, . . . and channels and levels of decision making must be clarified."<sup>2</sup>

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<sup>1</sup>The more comprehensive concept of planning was adopted in several symposia sponsored by the Institute of Higher Education, University of Georgia, as reflected in Drewry and in Feltner. Also see Casasco and Sutterfield.

<sup>2</sup>Casasco, p. 5. A number of critics claim that colleges and universities are woefully deficient in organizing for planning. For examples, see "News and Notes," *College and University Business* (July 1971), p. 16, and Earl C. Bolton and Frederic H. Genck, "Universities and Management," *Journal of Higher Education* (April 1971), pp. 283, 287.

In other words, to transfer top-level commitment into purposeful and integrated activities the Planning and Development role should be institutionalized. Much of this should fall within the duties of the director of development, whose appointment Eurich has urged as one of the first steps in preparing for planning.<sup>1</sup>

Brumbaugh and Bolin both have suggested an institutional team as a suitable group for long-range planning.<sup>2</sup> Others have referred to use of a team process and to team play in planning.<sup>3</sup> Inman has recommended the designation of an institutional planning officer and a comprehensive Planning Committee which would supervise a number of Task Forces, each responsible for a program area.<sup>4</sup> Blackwell has observed that in larger institutions a staff assistant or vice president is often charged with planning,<sup>5</sup> and Medsker has noted a similar trend in community junior colleges.<sup>6</sup> Halvarson has remarked on an increasing tendency for the development officer to be involved.<sup>7</sup>

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<sup>1</sup>Eurich, p. 50.

<sup>2</sup>Bolin, p. 4; Brumbaugh, p. 10.

<sup>3</sup>Gordon W. Blackwell, p. 8; Moore, p. 58.

<sup>4</sup>Joseph C. Inman, *Some Principles Of Planning For Colleges And Universities* (Chicago: Cresap, McCormick, and Paget, Inc., January 1971), pp. 9-11.

<sup>5</sup>Gordon W. Blackwell, p. 5.

<sup>6</sup>Leland L. Medsker and Dale Tillery, *Breaking The Access Barriers* (New York: The Carnegie Commission on Higher Education, McGraw-Hill Book Company, Inc., 1971), p. 111.

<sup>7</sup>Halvarson, pp. 44-5.

This study opts for a planning team in which the development officer takes a primary leadership role in view of the technical work envisioned and since execution will be intrusted in large part to the Planning and Development office. Under this proposal, this office would coordinate the activities of a collegial planning team whose operations would be subject to review by the governing level of the college.

*Guideline 3b - Organize the Planning and Development Office initially for the planning function based upon a team approach, to include the preparation of action programs for institutional advancement in the areas of public and government relations, alumni affairs, physical plant, fund raising, and research.*

Since planning and the preparation of programs precedes the execution phase, it is desirable that initial organization of the development office be such that it can give priority to those activities. One of its ensuing tasks will be to propose a composition of the office which would produce maximum effectiveness in the areas to be given major attention and in which programs are to be prepared and carried out.

A sizable complement is not anticipated at the beginning.<sup>1</sup> As a minimum, however, a director is called for, together with arrangements for part-time assistance from persons professionally skilled in each of the functional areas for which action programs

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<sup>1</sup>David S. Ketchum has advised, even for the execution phase, to start understaffed. See his "Implementing the Plan," *College and University Journal* (Summer 1970), pp. 23-4.

will be required. In conformance with theory and opinion, interested constituencies should be encouraged to participate and provide input. Permanent assignments would be minimized and the advantages of multiple points of view, wide involvement, and common understandings would be secured by a team approach.

*Guideline 3c - The planning team, coordinated by the Director of Planning and Development, should translate developmental objectives into possible courses of action.<sup>1</sup>*

Just as consideration of alternatives was necessary in arriving at institutional goals and developmental objectives, so is it a beginning in determining courses of action. The object at this point is to lay out the options for later evaluation. This first step builds a foundation for rational choice. It addresses the "how," the ways in which objectives can be achieved.

Multiple routes are frequently available, each with its own characteristics and requirements. Questions of feasibility, suitability, and acceptability once more must be reviewed and resolved. A rather detailed assessment will be needed of the institutional agencies most directly concerned and of the manpower and funding commitment called for by each course of action.<sup>2</sup> The result is a list of meaningful projects with indications of their respective strengths, weaknesses, and requirements.

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<sup>1</sup>This proposal and the one following depart from that suggested by Sutterfield, p. 42, whereby objectives would be established first and then priced and adjusted to fit available resources.

<sup>2</sup>According to Eurich, p. 22, every option should be costed so that the financial requirements to carry it out can be considered. Inman, pp. 4-5, calls this a key operation in long-range planning.

*Guideline 3d - The planning team, coordinated by the Director of Planning and Development, should conduct a cost-benefit analysis for each retained course of action with respect to potential gains and the institutional resources required.*

While a number of courses of action may be found feasible, suitable, and acceptable, they are not likely to be equally productive of benefits or equally inexpensive in institutional resources. The intent of this step is to evaluate the ways developmental objectives can be attained in terms of gains and costs. While quantification may be difficult and generalization may be necessary, this procedure provides an additional base for subsequent judgements on preferred courses of action.

This phase of the analysis—and that of the preceding proposal—are important. Assumptions and estimates demand realism and a minimum of wishful thinking.<sup>1</sup> Success in execution will depend heavily on the objectivity of the working team at this stage in the Programming Process.

*Guideline 3e - The planning team, coordinated by the Director of Planning and Development, should determine and obtain authoritative concurrence on preferred courses of developmental action and their priority.*

The planning team must next come forth with suggested choices among courses of action found feasible, suitable, and acceptable and

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<sup>1</sup>Unrealistic projections of resource requirements for anticipated programs will, in Inman's opinion, eventually cause the final plan to lose credibility. See Inman, p. 4. The importance of realistic assessments, particularly in the determination of goals, has been stressed by Bolin, pp. 24-5, and by Eurich, p. 20.

which promise the greatest benefits for the costs incurred. These recommendations will include justification and implications for institutional organization and resource allocation, together with team ideas on relative priorities. The latter is worthy of special consideration since strictures on manpower and funding can be anticipated and since there will be a continuing need to maintain balance among institutional activities.

Concurrence in these recommendations by higher institutional levels is regarded as essential.<sup>1</sup> Resource allocation and the possible modification of structure are involved. These impinge upon other undertakings and so must be weighed in light of their effects on other programs. This responsibility lies not with a planning but with a decision-making body.

*Guideline 3f - After obtaining concurrence on the recommended courses of action the planning team, with leadership from the Director of Planning and Development, should coordinate the preparation of broad action programs for institutional constituencies.*

The preparation of broad programs in amplification of selected courses of action culminates the initial phase of planning team activities. In accordance with the principle of collegiality, this endeavor is conceived not as a project for the team itself but

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<sup>1</sup>Unreserved commitment to planning by the president and governing board has been regarded as crucial by Casasco, p. 5, Eurich, p. 20, and by Pray, p. 29. Concurrence in recommended courses of action by the president is viewed as proper and necessary.

for involved segments of the institution with guidance and assistance from team members. Much of the task will fall to the office of development by virtue of its responsibilities in boundary-spanning areas. The planning team as a whole would review, integrate, and coordinate the submissions.<sup>1</sup>

These programs are conceived as outlining the "what," "who," and the "how" of carrying out the agreed courses of action within respective fields of cognizance and the limits of available resources. Each will contain its own set of interim objectives and the means and methods to be employed. Time frames should be indicated as should sequences of reporting and stocktaking. While not expected to be overly elaborate, programs should be in sufficient detail to permit initial and periodic evaluations by the planning team.

#### *The Action Process*

The blueprint having been fashioned, it remains to refine procedures, to mobilize resources, and to execute the action programs produced through the Programming Process. These are actions, in contrast to the technical aspects of planning, and logically constitute a separate series of activities. Planning does not

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<sup>1</sup>Inputs would be received from departments and divisions under conventional organization of a college. Where a Planning-Programming-Budgeting System or other such management aid has been adopted, inputs would be by budget programs. Inman, pp. 10-11, has suggested a Task Force arrangement for developing programs under the latter contingency.



cease, however; feedback from work in progress is likely to make adjustments necessary. But emphasis shifts to the execution of development programs, with the Director of Planning and Development directing the functional areas of his department and coordinating projects being carried out by other elements.

As a fourth proposition, then, *the Planning and Development office should be responsible for the central coordination of planning and executing programs promoting the future well-being and growth of the community junior college.*<sup>1</sup> This concept in turn gives rise to proposals dealing both with structure and with program implementation.

*Guideline 4a - The Office for Planning and Development should be given primary responsibility and be staffed for the functional areas of long-range planning, public relations, government relations, alumni affairs, fund raising, physical plant planning, and institutional research, sharing the capabilities of the latter as needed.*

As indicated by Table 1, the literature reflects overwhelming agreement that the areas of public relations, alumni affairs, and fund raising should be incorporated into the office of development. The latter two, while seldom exploited by community junior colleges, nevertheless seem to offer promise for enhancing the institution's image and financial position. The intimate relationship of development and long-range planning has already been discussed, and physical plant improvement is a natural concomitant of such planning and

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<sup>1</sup>Ayres and Russel, pp. 15, 23-4, 83.

of other developmental involvements. And governments are increasingly the source of capital expansion and operating income and so are of major concern to development.

It can be claimed with some justification that public relations is a personal and major responsibility of the president and that for this reason the function should be directly under his control.<sup>1</sup> On the other hand, some observers consider the president to be so overburdened that he is unable to give the activity the detailed attention it deserves.<sup>2</sup> Still others feel that since public relations is an institution-wide undertaking it should be an integral part of all endeavors.<sup>3</sup> The last of these ideas seems the most reasonable and so the study tentatively proposes that public relations be viewed as one of the professional specialties under the development function.<sup>4</sup> This positioning still permits responsiveness to the wishes of the president.

A case can also be made for institutional research being located in the president's office. It can be argued that its services should be available to the entire college. But since one of its major potentials is to provide an empirical base for change, and since for optimum results change should be planned, this study

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<sup>1</sup>Bradley, p. 37; Gardner and Hunt, p. 45.

<sup>2</sup>Ayres and Russel, pp. 83-4.

<sup>3</sup>For example, see the views of John D. Millet in "Surveys and Opinion," *College and University Journal*, March 1971, p. 31.

<sup>4</sup>Recommended by Ayres and Russel, pp. 83-4.

holds that first call on research should go to planning.<sup>1</sup> Therefore, it too should be under the Director of Planning and Development but with the understanding that advisory and, where feasible, operational services should be provided other elements of the college, especially those necessary for management decisions.

*Guideline 4b - In recognition of its crucial importance in planning and in program execution, the free flow of information should be practiced and encouraged by the Office of Planning and Development.*

Good communication is essential to successful action programs in the boundary-spanning, professional specialties of the development office, and in those of other institutional elements. It is equally vital in the process of goal-setting and planning.<sup>2</sup> By theory, coordination is the key to concerted action and communication is one of the principal tools.<sup>3</sup> Effectiveness is dependent upon communication distance and upon an unimpeded flow. This concept gives further support for wide participation.

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<sup>1</sup>The close relationship between research and planning has been emphasized by Sutterfield, p. 43. In implementing plans, Ketchum has maintained that: "Two of the more difficult areas that must be controlled by a development officer are public relations and research." See Ketchum, p. 26.

<sup>2</sup>Bolin, pp. 4-5; Casasco, p. 5; Chronister, p. 39; Eurich, p. 22; Ketchum, p. 27; Pray, p. 29.

<sup>3</sup>Thompson, *Organizations in Action*, pp. 55-61.

The root idea of the development function is that of informing and thereby securing material and moral support for the institution's purpose and goals.<sup>1</sup> Its processes and programs are means toward that end. Informing, however, is multiwayed and involves both giving and receiving information. Communication thus becomes the prime instrument of development, and so that office bears a special responsibility for its practice.

*Guideline 4c - The Office of Planning and Development should assist practitioners in assessing and supplementing the planned action programs, executing those for which the Office is directly responsible and coordinating the implementation of those being carried out by other elements of the college.*

No matter how thoroughly action programs may have been thought out, they are likely to require modification and/or expansion by those charged with execution. For this reason sufficient flexibility should be allowed practitioners to make adjustments in light of their own expertise and changing conditions. Since guidance in adapting programs to circumstances comes from the courses of action produced in the Programming Process, it was suggested that persons expected to carry out those programs participate in that Process.

Execution is a continuing enterprise. Action programs initiated at some past time without precise aims may require

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<sup>1</sup>See Herbert Wilson, p. 52. Gordon W. Blackwell, p. 8, has emphasized the importance of effective communication in institutional planning for external support.

conversion to more formal and coordinated undertakings. Endings may never be finite since both objectives and programs may well change in magnitude and direction when achievement of the original intent is in sight. With the passage of time both planning and execution overlap, the two proceeding concurrently and each providing input for the other. The execution process thus is dynamic and unceasing and demands constant developmental attention and oversight.

### *The Evaluation Process*

Systems theory notes the tendency of organizations to hold to the status quo. This characteristic of resisting change caused Litchfield to suggest continuing reappraisal of all elements of an institution of higher education. He considered it an important step in educational administration and stressed its role in recycling the entire sequence of administrative activities.<sup>1</sup> Griffiths regarded the evaluation of results and process as the terminal phase of decision-making.<sup>2</sup>

Bolin has suggested that "the purpose of evaluation in any endeavor is to determine how successfully and how effectively something or someone is proceeding toward a predetermined objective."<sup>3</sup>

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<sup>1</sup>Edward H. Litchfield, "Organization in Large American Universities," *Journal of Higher Education* (December 1959), pp. 490-1, 498-9. Also see Inman, p. 6.

<sup>2</sup>Griffiths, *Administrative Theory*, pp. 94, 112-3.

<sup>3</sup>Bolin, p. 28.

It is in this sense that the Evaluation Process applies to the development function—to analyze effectiveness in accomplishing what was intended and in doing so to furnish guidance for remedying shortcomings and enhancing performance.<sup>1</sup>

This idea leads to a fifth proposition, that *evaluation is necessary to judge effectiveness and to provide a basis for improving all Planning and Development processes.*

*Guideline 5a - The Office of Planning and Development should assign responsibility to institutional research for a continuing evaluation of developmental programs.*

The evaluation task is considered a proper one for institutional research since that element is somewhat removed from ongoing programs and so is in a position to study procedures and results with an objectivity difficult for those more intimately involved. Further, research is usually better equipped with analytic tools and, if charged with operation of a management information system, is a focal point for necessary data.<sup>2</sup>

Evaluation is envisioned as a formal and constant process rather than just a periodic review. It is viewed as a semi-independent examination to measure performance and achievement, with special

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<sup>1</sup>Evaluation of planning and of goal accomplishment has been stressed by Bolin, pp. 28-9, by Chronister, p. 39, and by Sutterfield, p. 43.

<sup>2</sup>The usefulness to management and to planning of systematic, institutionalized procedures for information gathering has been pointed up by Inman, pp. 7-8, 10-11.

attention to the cost-benefit equation and with emphasis on the whole as well as on the parts. It is aimed toward achieving a set of its own predesignated objectives,<sup>1</sup> producing conclusions on effectiveness and on needed adjustments to goals, courses of action, structure, and action programs.

While research would have principal responsibility for evaluation, the use of assisting consultants is not foreclosed. Indeed, qualified outsiders may be found quite helpful in interpreting data, in identifying implications, and in suggesting appropriate changes in developmental processes and programs.

*Guideline 5b - The Director of Planning and Development should promote informal exchanges among programs underway and between them and the Guidance, Programming, and Action Processes.*

While formal evaluation is necessary as an independent, overall examination of effectiveness, many improvements can come from informal articulation and exchange of information among all concerned. Coordination and cooperation is, as Griffiths has mentioned, dependent upon this type of communication.<sup>2</sup> Through feedback from programs in progress the planning-execution cycle can be modified from time to time in response to events.<sup>3</sup> Where such interchanges are weak or nonexistent the several processes tend to become static and sterile.

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<sup>1</sup>Bolin, p. 28.

<sup>2</sup>Griffiths, *Administrative Theory*, p. 85.

<sup>3</sup>Sutterfield, p. 43.

Feedback and exchange communication are dynamics which upset stability and generate change. According to systems theory, progress comes from a series of efforts to re-establish equilibrium on progressively higher plateaus. Inputs from informal as well as formal interchanges and assessments, therefore, contribute positively to improvement. Effectiveness in the developmental processes of Guidance, Programming, and Evaluation thus rest in large degree on an unrestricted and multidirectional flow of information. In the end, of course, gains accrue to obtaining the understanding and support of both internal and external constituencies.

#### *Summation*

The environment is the seat of influences that affect the well-being and growth of a community junior college and also of the material and moral support which the institution needs for its health and progress. The limitations and opportunities originating there require thorough understanding before serious consideration of the direction the institution should proceed in the future and the means it should employ in doing so. A sensitive appreciation of these factors will reveal boundaries to institutional action as well as situations favorable to the college.

It is the role of the Planning and Development function to help plan the posture of an institution for coming years and then to lead the search for resources to support those plans. Before these



duties can be discharged in the context of environmental influences and opportunities, thought must be given to basic elements of the function and to the Guidance, Programming, Action and Evaluation Processes that are involved.<sup>1</sup> These elements, and their related processes, provide a rational framework for proposals for organizing and maintaining the development effort.

The Guidance Process produces institutional goals which serve as referents for all endeavors of the college. From them come the identification, appraisal, and selection of preferred ends for development, together with priorities for their accomplishment. Ideally, these objectives are derived by an institutional team aided by expert consultants, and are concurred with by the governing level of the college.

With the formation of a skeletonized Office of Planning and Development the technical process of detailed programming can begin. A planning team, coordinated by the Director of Planning and Development and with input from specialty areas, translates development objectives into possible courses of action, weighs them in terms of cost-benefit, and suggests selected courses of action and associated priorities for institutional adoption. Upon their approval, the team coordinates the preparation of broad action programs by respective college constituencies.

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<sup>1</sup>Sutterfield, p. 43, has noted that many colleges are already engaged in planning and in action programs. Both he and Chronister, p. 39, nevertheless believe that a thorough and systematic review and evaluation of goals and programs would be beneficial.

The Action Process consists of completing the necessary staffing, refining procedures with special attention to the free flow of information, supplementing plans with necessary detail, and executing the planned programs. At this stage, the Office of Planning and Development serves as an action agency for the professional specialties in its field of responsibility and as a coordinator of programs of other college elements.

A continuing Evaluation Process is undertaken concurrently with program execution to measure effectiveness and to produce improvements in the several processes. Emphasis is on objectivity and an empirical base for confirming or changing objectives and practices.

According to knowledgeable observers of the educational scene, institutions of higher education have been generally remiss in charting their course into the future.<sup>1</sup> This study maintains that a systematic means for guiding their destiny is available through the Planning and Development function and that processes associated with such an approach are compatible with operating conditions in community junior colleges.

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<sup>1</sup>Brumbaugh, pp. 10-11; Eurich, p. 18; Inman, p. 1; Mensel, p. 7.

### CHAPTER III

#### PLANNING AND DEVELOPMENT AT TRANSITIONAL COMMUNITY COLLEGE

Transitional Community College serves an area with over a quarter of a million people clustered in five population centers. The region has grown rapidly, population having more than doubled and gross personal income having quintupled in the 1960-70 decade. One major industry of international repute and relatively high salary scales has dominated employment during the period. Favored with a mild climate and long a recreation center, the area has also experienced a marked increase in tourism due to its natural attractions and the activities of its single principal enterprise.

There are six local newspapers, seven radio stations, and excellent surface and air transportation networks. Regarded as above the national norm in educational attainment, the region supports 16 elementary, five junior high, and four senior high schools, as well as the community junior college.

The college, established in the early 1960s, now has one permanent campus, another under construction, one outlying center in temporary facilities, and arrangements for holding special-interest classes throughout the area. The full spread of educational opportunities expected of a comprehensive two-year, post-high school, public institution are offered. With an income of over \$6 million annually, the institution now serves over 12,000 persons each year

without intensive recruiting, about half of these being college-level students. Its period of most rapid growth is believed to have ended, however, with enrollments for the 1970s estimated as rising at somewhat less than 6 percent per year.

### *Nature of the Environment*

From its inception the college has met a real need, demonstrated by mushrooming enrollments and by demands placed upon it for new and expanded programs, not only for college transfer and occupational purposes but also for cultural broadening. In recognition of its responsibilities and to facilitate its responses, the institution has established a variety of means for communicating with the public. Its intentions in doing so have been to project a favorable image to gain support, to draw on the advice of the community, and to give each person in that area a sense of personal identification with the college.

To enhance its status the college undertakes an expert and active program of public relations, exploiting both regional and national media. Realizing that internal publications will also reach the community, their preparation is centralized and given the same care as those designed expressly for external audiences. Special events are planned with regional as well as campus constituencies in mind, and community use of college facilities is encouraged. College officials interact closely with organizations and local

leaders both formally and informally. Advisory committees are widely used on occupational programs, and the advice and support of clubs and organizations are solicited for community services. Interchange with the population therefore is extensive.

#### *Economic Factors*

The rapid expansion of the one dominant industry during the early years of the decade brought a heavy influx of new citizens into the area. Since they consisted largely of professional and semiprofessional personnel with relatively high educational backgrounds and standards of living, the regional economy grew quickly. Construction, service occupations, and municipal facilities necessarily kept pace with the population. Agriculture, recreation, and tourism continued to increase but were secondary to the preoccupation of the county with its primary economic enterprise. Employment more than doubled after 1960, housing units tripled, and gross personal income rose more than fourfold, exceeding one billion dollars by 1969.

As the 1960s drew to a close the activities of the one dominating industry were severely curtailed, with immediate and sharply adverse effect on professional and skilled employees. A regional recession then ensued, one superimposed on that occurring throughout the nation. However, many individuals turned to other pursuits and out-migration was not great although tax receipts dropped and public services came under considerable pressure. To compensate,

recreation and tourist potential were given increased attention and by the spring of 1971 regional unemployment (6.1%) was only slightly higher than the national average. At present, recovery of the once dominant industry to its former position does not appear promising and does not seem to be expected by the population.

### *Population Factors*

Families in-migrating in the early 1960s were fairly young and so generated a pressing requirement for quality educational facilities from the elementary into the college level. A ladder of progression educational opportunities as well as retraining for advanced technical jobs were necessary and were demanded, first to meet the needs of a new situation in the area and then later to ease the transition to other conditions. These events, together with recent declines in gross family income, no doubt contributed to the constantly higher enrollments in the community junior college.

For the future the region apparently expects continued population growth, but more slowly and of a different nature than that experienced over the past ten years. Recreation and tourism are being exploited more intensively and retirement advantages of the area are being advertised nationally. Manufacturing and the trades are being given added stress in regional planning. It is being anticipated that the population base will move toward older and more stable family units with a consequent demand for more services of all kinds.

*Implications for the Community College*

These economic and population shifts have broad implications for the community junior college and give added emphasis to the need for forward planning, a necessity of which institutional leadership is fully aware. The college is being called upon to adapt its programs and services to the trends of the region and, with civic agencies, to prepare beforehand for coming human and economic change.

Demographic and occupational upheavals seem to be altering the composition of the student body and the general pattern of educational interests and needs. Until recently the primary source of students has been not the high schools but activities associated with the dominant regional industry. But past demands for managerial and scientific programs appear to be turning downward compared to those related to vocations and to service occupations. Appreciable reallocation of institutional effort therefore may become necessary. Too, where employers formerly instigated new programs, more college initiative may be needed in planning and recruiting.

Institutional expenditures are forecast to rise by as much as 50 percent during the 1970s. At the same time public funds are expected to be even more tightly controlled. If so, further pressure doubtless will be placed on accountability and close management and on effective organization and procedures to assure efficiency in the use of the public dollar. Appropriate studies to cope with such a situation have begun.

Nationwide acknowledgement that the local tax base is incapable of further burdens, together with the universal squeeze on state budgets, has given rise to suggestions that higher education find better ways to present its financial problems to state and national legislatures and agencies. That federal programs, for example, can be highly important to an institution is attested by the roughly \$500 thousand in federal grants and contracts (excluding student aid) received by this college for 1970-71. Where, as in the case of this college, the majority of capital and operating funds come from the state, more attention to government relations may produce added support for construction and current operations.

Student fees and charges at this institution already are the maximum permitted by the state. Heretofore, they have not been regarded as denying educational opportunity since student aid, now at about \$500 thousand (not including veterans benefits), has been sufficient for all demands. In fact, waivers authorized the college for such charges have not yet been fully utilized, and officials believe that privately sponsored scholarships could be increased if and when needed. Nevertheless, for financial reasons as well as its obligation for service, the institution feels that student recruitment, presently minimal except for the disadvantaged, will require more stress with the passage of time.

#### *Institutional Purposes and Goals*

Transitional Community College has formally announced its purpose as that of providing each citizen of the district with the



opportunity to pursue knowledge and to gain a more rewarding life through self-enrichment. In order to offer each person the maximum chance for success, the college has committed itself to emphasizing individual progression in both the academic and occupational areas and to a constant search for and implementation of more effective and efficient methods of achieving its primary purpose.

In one publication the college has said it is dedicated to providing educational resources for all community residents, which it categorizes as transfer students, career students, and adults. Still another publication indicates that the institution intends to provide adequately for the attainment of a variety of educational goals, to operate as a training center for various fields of community endeavor, and to serve as a cultural center for the people of the region.

Institutional goals,<sup>1</sup> phrased in terms of programs, are:

1. The first two years of a baccalaureate degree program.
2. Vocational, technical, and semiprofessional programs for the individual now employed or contemplating employment.
3. Courses of a cultural, occupational, and avocational nature.
4. Academic, vocational, and personal counseling services.

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<sup>1</sup>"Goals" and "objectives" have different usages in various publications of the college. For example, the institutional goals listed here are labeled "goals and objectives" as a single descriptive term in one instance and simply as "objectives" in another. In this discussion they are translated into "institutional goals" and into "objectives" as distinguished by the basic definitions of the study and by Peterson, p. 3.

5. Centers for community activities and cultural enrichment.
6. In so doing, to foster the enrichment of the cultural, civic, recreational, and occupational life of the community.

### *Developmental Objectives*

Institutional objectives have been prepared in two forms, a compilation by functional areas of college administration covering the next ten years, and a tabulation of one-year objectives for each office. Importantly, priorities are not shown and sampling would infer that dates for achievement and evaluation are uncommon. These statements of objectives consist of listings of broadly phrased and desirable actions, the more specific activities leading to their accomplishment, and general indications of how progress and/or completion is to be judged.

Long-range objectives are identified for the functional areas of planning, instruction, student personnel services, employee relations, management, business services, staff development, institutional services, and evaluation. Objectives are stated for each area, followed by the achievements desired. In evaluation, as an example, one long-term objective is

to provide comprehensive evaluation of the academic and non-academic environment, programs, services, and costs as well as institutional policies and procedures. This objective will be accomplished when the following conditions exist:

A. A comprehensive, long-range plan for evaluation of the various components of the college is developed and implemented.

B. Evaluation of the following types of functions and programs are conducted on a regular basis and a satisfactory rating is achieved in each area [list omitted]:

C. Evaluations by state and regional accrediting agencies result in \_\_\_\_\_ College continuing to meet accreditation standards.

For the respective offices and departments the one-year objectives are grouped under three categories: routine objectives, problem-solving objectives, and innovative objectives. Examples of those originating in the Office of the President are:

<u>Objective</u>	<u>Implementation</u>	<u>Measurement</u>
<i>Routine</i>		
To continue the development of the established campus.	a. Maintain records for the purpose of establishing growth patterns, stability of population, for the purpose of indicating needs for additional facilities and projections for planning these facilities.	Completion of Maintenance facility by September 1971, continued and increased use of established campus by residents of the central area of the county.
	b. Utilize institutional research in gathering data for studying the feasibility of new programs or projects.	
	c. Construction of a building to house maintenance department with completion by February 1, 1972.	
	d. Continue recruitment efforts to enroll students at the established campus.	

Objective

Implementation

Measurement

- e. Add new programs to the curriculum as a need is demonstrated and as feasible.
- f. Completion of the next phase of landscaping - possibly through funding or donations from the community.

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Objective

Implementation

Measurement

*Problem Solving*

Increased use of Institutional Research as the basis for decisions.

- a. Feasibility surveys.
- b. Statistical information to be used in decision-making.

Use of services of Institutional Research by administration to support decisions.

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Objective

Implementation

Measurement

*Innovative*

To begin active solicitation by Endowment Foundation of the College.

- a. Appointment of staff member to handle this project - July, 1971.
- b. Solicit assistance of faculty in project-committee.
- c. Actively solicit gifts and bequests.
- d. Newsletter.

Receipt of donations to the college.

<u>Objective</u>	<u>Implementation</u>	<u>Measurement</u>
	e. Solicitation for assistance, other than financial—landscaping, garden area, trees, etc.	

Short-term objectives for institutional development thus are found under each of the general categories. They include projects for physical expansion and improvement of campuses and facilities, enhanced internal communication, need surveys, greater emphasis on external communication and image building, stress on government relations, and fund raising. These are not, however, specifically tied to the long-range objectives or to the separate ten-year plan.

#### *Structure for Planning and Development*

Two years ago a nationally known management firm examined the organization and staffing needs of the college. Its study found that the institution had experienced destabilizing effects due to several changes in the presidency, its rapid expansion, and because of the relocation of the source of its principal funding and direction. The consultants concluded that formal organization, policy, and procedures had not been clearly defined and suggested that reporting relationships, lines of communication, and responsibilities and authority be set down in writing.

The firm recommended that the top administration consist of the President, Assistant to the President, Director of Information Services, Vice President for Academic Affairs, Vice President for Business Affairs, and a Dean for each campus as it became operational. Among his other duties the Assistant to the President would coordinate all staff work and would codify policies. The Director of Information would perform the public relations and information tasks normally associated with such an office, and in addition would review requests for federal and other grants and would conduct liaison with community groups. A President's Council was proposed, to consist of the foregoing administrators, for coordinating matters of general management policy affecting all current operations. A systematic reporting system was also recommended.

The report suggested that this administrative arrangement be reorganized when a second campus began operations (Figure 5.) To be physically located away from any campus, top administration would then have eight principal positions: a President, an Executive Vice President, and Vice Presidents for Business Affairs, Academic Affairs, Student Affairs, Planning and Development, and a Vice President for each separate instructional complex. However, job descriptions and internal relationships for this ultimate organization were not discussed in the study.

Consultant suggestions for the initial rearrangement of administrative positions were largely accepted and are reflected in

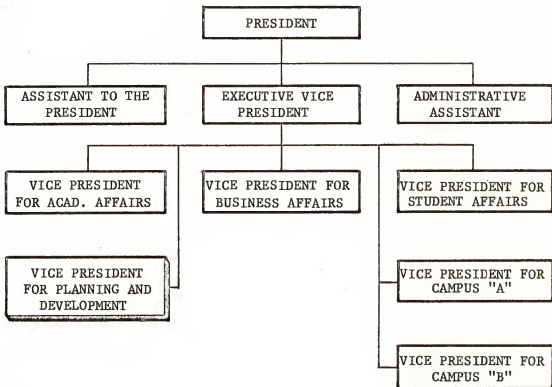


Figure 5. Recommended Ultimate Organization of Top Administration, Transitional Community College

the current organization and in related statements of responsibilities (Figure 6). Two Vice Presidents (Instruction and Business) are charged with planning the development of the college and with administering its operations under the direct control of the President. Five staff officials also report to and receive guidance and supervision from the President: the Dean of Occupational Education, the Assistant to the President, Director of College Relations, Internal Auditor, and the Administrative Assistant.

The Vice President for Business Affairs is the focus of activities relating to institutional Planning and Development.

Following is the formal statement of his responsibilities:

The Vice President, Business Affairs directs and supervises the business, financial, and computer services of the college, including supporting services to campuses. He is responsible for budgeting and budgetary control of all segments of the college and coordinates planning, management training and assistance, personnel management, and development of requests for Federal and State Grants.

He insures continuing studies to make the fullest use of space, personnel, equipment, and funds, and administers the over-all programs for operation and maintenance of the college's physical plant. He also assumes college-wide responsibility for procedural matters, including development and publication of policies and procedures.

Planning and Development, although not presently recognized as a discrete function, can be readily identified organizationally. Under the direction and supervision of the President, the Vice President for Business is specifically charged with coordination of planning, development of state and federal grants, some aspects of institutional research, administration of operations and maintenance of the physical plant, and responsibility for procedural matters



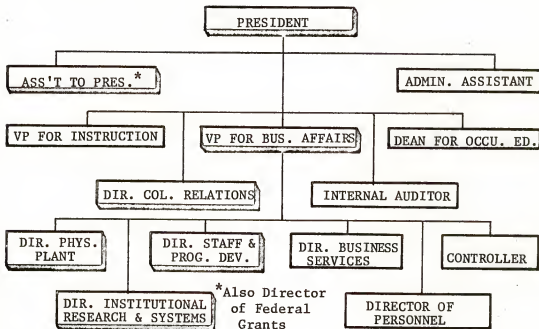


Figure 6. Current Administrative Organization of Transitional Community College, Emphasizing Offices with Responsibilities Related to Planning and Development

to include the development of policies and procedures. He has line authority over the Director of Physical Plant and Planning, the Director of Staff and Program Development, and the Director of Institutional Research and Systems, as well as officials directly concerned with personnel, business, and financial affairs. He supervises those activities of the Assistant to the President dealing with governmental grants and maintains close relations with the Director of College Relations.

The Director of Physical Plant and Planning works under the Vice President for Business Affairs to determine long-range facility requirements and to maintain the plan for physical development. He is also responsible for space requirements, coordination with architects and engineers, standards of design and materials, project priority list, maintenance of buildings and grounds, and transportation.

The Director of Staff and Program Development is responsible for the planning, implementation, and evaluation of programs of innovation. He is also charged with preparing and carrying out an annual Staff and Program Development Plan. As a member of the management team, he assists in the development and implementation of Management by Objectives, Management Information System, and the Planning-Programming-Budgeting System.

The Director of Research and Systems coordinates all data processing needs of the college and validates such needs before they are implemented, including both academic and administrative

requirements. He develops and submits all reports and information on enrollment, actual and projected, and maintains student records. He is also charged with related research and with systems analysis.

The Federal Grants Officer, currently an additional responsibility of the Assistant to the President, is responsible for requesting federal, state, and private grants and contracts for the college, for coordinating the preparation of funding requests with appropriate persons on and off campus, and for liaison between the college and funding agencies.

The Director of College Relations, who reports directly to the President, coordinates the public relations efforts of the college. He assists the President in developing an image of the institution which will win wide public support. In addition to his duties for preparing recurring publications such as catalogs and brochures, he also writes speeches and radio programs, issues newsletters and student bulletins, and conducts liaison with varied community groups. He has recently been given the added duties of alumni affairs and fund raising.

Those chiefly responsible for Planning and Development activities seem in agreement that if performed comprehensively the function should be not a peripheral assignment but one carried out by a tightly knit and supervised staff element. It is recognized, however, that compromises must be made when funds are limited and that under existing conditions separate spaces for Planning and Development would

be hard to justify. Further, because of their personality and ability, present incumbents are felt by institutional leadership to be particularly well qualified and suited to their multiple activities.

### *The Planning and Development Process*

In the last few months the institution has adopted a more systematic approach to planning for the future. An understanding of this concept is essential to explanations which follow and so is summarized at this point. It has been in effect only a short time and thus is an evolving rather than a tested model.

Transitional Community College is taking preliminary steps toward integration into a mandated statewide Planning-Programming-Budgeting System to be completed over a five-year period. To facilitate this action and in recognition of the need for more effective management the college has developed several planning mechanisms. One consists of a long-range ten-year plan covering instruction, facilities, and financing. Another is a statement of aims for each functional area of the college for a ten-year span as discussed above under *Developmental Objectives*. A third is a listing of objectives and implementing actions by each element of the institution for the coming year. The latter two devices include general indications of how achievements are to be measured. This planning package is to be supplemented by five-year plans for each functional area, and all documents are to be updated annually.

Approval of the various plans and objectives has followed administrative channels, with board approval of the long-range plan, presidential concurrence on the ten-year statement of functional aims, and supervisor review of the objectives of operating elements. As an initial effort the publications seem to offer a workable approach to outlining what the institution intends to accomplish and how it is to be done. They provide a framework for reporting, analysis, and evaluation.

Initial plans were put together under the pressure of time, being prepared mainly by the planning officer himself, with some input from the administrative staff. It is reported that committee action in this instance was considered infeasible in light of the short time available and previous disinterest and ineffectiveness by the faculty in this type of endeavor. Planning, therefore, was centrally directed and produced with later review by faculty representatives and final approval by the President. However, the committee system is in fact used and is depended upon for such matters as instructional programs, student and faculty affairs and interests, and liaison with community groups and administrative officials. College committees are also employed as advisory bodies in technical areas such as data processing and staff development.

Institutional leadership is conscious of the risk that its procedures could lead to staff inflation and could become institutionalized to the point where routine could become the end in view

rather than the means for achievement. A balance is sought between formal and informal Planning and Development methods.

Formal priorities are not utilized as a planning tool, except as they may be inferred from the infrequent usage of target dates for task accomplishment. Nor are action programs centrally developed. At this stage in the evolution of developmental planning the process consists of several centrally composed plans, together with a statement by each office of its objectives, implementing tasks, and general measures of performance. Evaluation has not yet progressed to systematic review, analysis, and feedback although informal discussion of aims and accomplishments is widespread.

#### *Considerations Related to the Tentative Guidelines*

Transitional Community College is in the early phases of evolving a concept of Planning and Development. Responsibilities have been assigned and initial tasks have been identified. But integrated programs have not matured as yet. A start has been made on the evaluation of task accomplishment although the specifics of who is to conduct the analyses and how criteria are to be decided and applied remain under study.

Even though the Planning and Development function is still in the process of formation, broad outlines have been drawn. It is possible, then, to take note of conditions and considerations that relate to the tentative guidelines of Chapter II. A summary will facilitate later synthesis and discussion.

### *Environment*

The college draws on many sources of information about the community it serves. A demographic and economic study of the area a few years ago by consultants to the local government predicted the social and economic changes now underway and is considered quite useful to institutional planning. Periodic estimates have been made by college staff but apparently not as formal projects. Personal limitations seem to have restricted such investigations to the collection and examination of data produced by civic and other agencies. By-and-large, however, the almost inevitable expansion of the college in company with the region reduced the need, until recently, to study the district and its trends in depth. Hence, there have been no special investigations of opportunities.

Nevertheless, through one means or another, some potential sources of additional support have been selected for greater attention, as shown by the functional objectives and the assignment of administrative responsibilities. As instances in point, it is intended to expand efforts to promote more harmonious relations with segments of the population, to further exploit radio and other media in improving communication with the public, to seek a much needed federal grant, to begin active solicitation for a foundation fund and for more scholarship aid, to enhance legislative rapport, and to enlarge community advisory groups and organized faculty contact with clubs, organizations, civic associations, and the general public.

While not completely preplanned, advantage has been taken of opportunities for improving the financial position of the college. In 1970-71, for example, almost three-fourths of a million dollars in federal grants and contracts was obtained (about one-third of which was in student aid). In the same school year over 1,200 students received financial assistance, the total dollar value being over half a million dollars. The college also has established 250 new scholarships matched by nearly \$500 thousand in Federal Educational Opportunity Act Funds, and approximately 75 scholarships have been set up by local concerns and organizations.

Public relations are already extensive. In 1970-71, the office distributed over 4,000 news releases to local and state media, furnished dozens of releases to regional and national publications, published thousands of copies of a variety of promotional literature, produced over 3,000 photographs, and handled more than 17,000 external mailings.

#### *Purposes, Goals, and Objectives*

The purpose of the institution, "to provide each citizen of \_\_\_\_\_ County with the opportunity to pursue knowledge and gain a more rewarding life through self-enrichment," is a conventional one for a comprehensive community junior college. It was derived in the early days of the institution, apparently by the then incumbent president, and received board approval. The statement, encompassing the total population of the district and operationally open-ended, seemingly remains suitable.



Institutional goals are stated in two ways which, while not antithetical, do pose problems of definition and differentiation. One set, comprising functions usually agreed as those of a comprehensive two-year public college, applies to the mission of the college as an educational institution and outlines programs and services to be offered the community. Another set relates to internal planning and operations and is focused on aims and measurements in the areas of planning, instruction, student personnel services, employee relations, business affairs, staff development, institutional services, and evaluation. These goals appear to have originated in the Business and Academic offices with only later reference to committees. At present, they represent tentative and first-effort approaches and are expected to be further refined.

It is clear that the administrative leaders of the college are enthusiastically committed to Planning and Development but in terms of responsibilities assigned to institutional elements and centered on specialized needs. It is said that the board has been oriented toward planning, but that with recent replacements its receptivity to this field will require rebuilding. Within the college, initial objectives have been prepared for the institution and for its administrative components and systematized methods for accomplishment have been adopted.

Institutional research seems to have played little part in the preparation of goals and objectives. Located organizationally

under the official responsible for planning, the research office has been minimally staffed and has devoted much of its time to short-range operational projects. A move is now underway toward greater institutional dependence on research as a tool of decision-making and toward wider investigations.

The consultants' report on organization did not deal with goals or objectives or their priorities but with organization of the upper administrative level of the college and decentralization of its operations. In identifying desirable positions and responsibilities it did, however, recommend that each official be charged with planning in his areas of concern. Its suggestions for an immediate structure were adopted by the institution except for government relations, which was placed in the office of the Assistant to the President.

Objectives for institutional Planning and Development have been devised by those who would have the main responsibility for their achievement, with review by the appropriate supervisor. Those for research, for instance, were formulated by the Director of Research and Systems and were submitted to the Vice President for Business who himself prepared the objectives for institutional planning. Guidance consisted of advice from supervisors and the policy statements and objectives of the Office of the President. Sequential preparation and consideration of alternatives and priorities did not occur for these initial listings which will, however, provide a basis for more refined editions.

### *The Planning Process*

Since the concept of planning by objectives has only recently been put into effect, the process is still under development. The rationale is of course that objectives established by each element of the college will serve as aims for that element as well as bases for evaluation. Each official, following guidance from the President and from his supervisor, both develops objectives and periodically evaluates performance.

The administrator serving as planning officer has evolved objectives for elements of his department and has provided input for those produced by the Office of the President. His larger involvement in monitoring and guiding action programs and in associated evaluation of college-wide projects is still to be determined. A formal reporting procedure has not begun.

Specific courses of developmental action have been originated by the individual responsible for the parent function. These have been directed at meeting the objectives drawn up for the respective office. Except as may be inferred in some instances from the target date for achievement, relative priorities have not been indicated. Action programs have not customarily been prepared and evaluated in written form.

### *Implementation of Action Projects in Planning and Development*

While the Business Office has been assigned responsibility for Planning and Development programs in the areas of physical plant and

research, the recency of adoption of the concept of planning by objectives has produced few coordinating procedures other than informal ones. Information activities, for example, have been approached project by project and underlying themes applicable to other elements of the college have not been employed. Communication materials have seldom been originated by other elements of the institution and contacts by nonpublic relations personnel with external publics and influentials have not been stressed. The desirability of improvement in this field has been reflected in objectives published by the Office of the President.

Since budgetary restrictions limit the number and efforts of individuals given Planning and Development responsibilities, execution of action programs is largely decentralized. Flexibility in operations, therefore, is at a maximum not only because of deliberate decentralization but also because supervisory opportunity is minimized due to the press of day-to-day affairs and because programs to date have been developed only conceptually. Alleged lack of faculty interest is another factor influencing independent operations.

#### *Evaluating Planning and Development Activities*

No formal means for evaluating the accomplishment of Planning and Development activities has been adopted. Again, it is the stated intention of the administration to inaugurate the process. Under the present scheme, evaluation will flow from the measurements associated with objectives and projects for their achievement, but

at the moment these measurements are couched in varying degrees of specificity. Essentially, informal feedback and assessments now comprise the methods of judging objectives and performance, although particular undertakings are sometimes reviewed at meetings of the President's Council of advisors. It can be said, then, that evaluation of ends, means, and accomplishments has not yet been institutionalized as routine at Transitional Community College.

#### *Summation*

Transitional Community College has recognized the need for a systematic and comprehensive approach to planning the totality of its activities. It acknowledges the role of institutional goals as guideposts for forward planning and has adopted a scheme of forward-focused objectives for each office and individual as particular undertakings to be given concentrated effort.

Developmental planning for the institution is viewed as a series of discrete plans—ten-year, five-year, and one-year—which are to be updated annually. These are expected to provide the basis for re-examination of institutional goals and the family of yearly objectives. The entire process is only in its very earliest stages, however, and many procedures and relationships are yet to be worked out.

This college does not now conceive of Planning and Development as an integrated enterprise. Practitioners in three fields—public

relations, government projects, and planning—report directly to the President whose office is also involved in preparing objectives in these and in other areas. Goals and objectives do not seem to be keyed to a master pattern or progressively evolved. The resulting picture is of planning partly by top administrators and partly by second and third echelon staff, with goals and objectives at the several levels not necessarily mutually supporting or relating to common themes. The problem of diffused efforts is, however, likely to remain aggravated by organizational arrangements, limits on supervisor time, budgetary pressures, restrictions on staffing, and the interference of short-term projects and daily affairs.

## CHAPTER IV

### PLANNING AND DEVELOPMENT AT RURAL COMMUNITY COLLEGE

Rural Community College is a small but comprehensive institution, recently accredited by the Southern Association, which opened in 1968. It has had the same president since the beginning and has kept much of its original staff and faculty. Its chief problems presently center around an acute shortage of physical space and insufficient staff for the instructional load.

The region served by the college consists of some 1,700 square miles and about 120,000 people in four counties. The road net is limited and towns are dispersed and modest in size. Public communication facilities consist mainly of a weekly newspaper and a radio station in each of the counties. Historically, the area has been economically depressed and perhaps half the population is at or near the poverty level with no great improvement in sight. Population has declined for decades.

While educational achievement has been low and there is little tradition of higher education in the area, enrollment in Rural Community College has considerably exceeded expectations. Initial estimates were for some 1,900 students of all categories after two years of operation and but a few more after five years. Yet over 1,900 attended the first year (1,122 noncredit), about 3,600 the

second year (2,424 noncredit), and some 3,573 (2,181 noncredit) enrolled in 1970-71. Future growth of the institution is not anticipated to be as dramatic although a large backlog of educational need will still exist, technical needs being only partly met by the vocational-technical schools operated by the counties at the high school level.

Institutional income for 1970-71 was about \$900 thousand of which less than 5 percent came from local governments, the remainder being obtained from the state (75%) and from tuition and fees (20%). The local contribution is likely to remain relatively constant and any appreciable increases in student charges will require a proportionate expansion of student aid.

#### *Nature of the Environment*

The institution is a unit of a centralized state system which retains approval authority for budgets, staffing, and new programs. The state specifies the composition, role, and duties of the local board, together with the responsibilities of the president and the amount of student tuition and fees. The local board, although not required to do so, may provide funds to the State Board as a supplement for operations of the college. The sponsoring community is, however, charged with furnishing the land for the institution and all utility installations up to connection with the buildings.



Colleges in the system are prohibited from soliciting gifts, grants, or donations except for scholarships and grants-in-aid. All property donated to a community college, including campus grounds, becomes state-owned and portable items can be assigned within the system as the State Board deems desirable. All gifts or donations which may be received by a college will be deposited with a state-administered foundation whose assets are allocated by the State Board.

Despite economic difficulties encountered by the area and state restrictions on soliciting revenue from regional and other sources, local governments and concerns do give tangible support to the institution. The financial contributions to the State Board, while small, nonetheless provide for activities not otherwise possible. Each county also funds a bus service to the college. In addition, businesses and organizations give backing to a number of scholarships (over 40 in 1970-71) and cooperate in work-study programs.

Rural Community College is obviously meeting a heretofore unfilled need for higher education and has become a valued community enterprise. Cooperation from businesses, organizations, and private citizens is extensive. An active network of advisory committees for occupational and service programs is in existence, and feedback from these groups is influential in the formation and termination of courses in these fields. The college considers its communication with the public, utilizing radio, newspapers, and bulk mailings, as reasonably effective.

Community relations is a decentralized, all-hands effort sparked by the administration. There seems to be appreciable interaction of college staff and faculty with the community as well as formal contacts between institutional representatives and the local leadership. Population dispersion and the integration of college personnel into local affairs provides a ready opportunity for the institution to be truly in and of its constituency. Dependence on high schools and industry for part-time faculty in the numerous off-campus enrichment and service-type programs is another means of projecting the college's image and of obtaining support from all parts of the region.

#### *Economic Factors*

The economy of the area rests squarely on mining, agriculture, and small-scale industry and retail businesses, in that order of importance. About three-fourths of the total income of the region served by the college comes from nonfarm enterprises, although farms—devoted mainly to livestock—comprise from one-half to two-thirds of the area of the two most populous counties. Mining, by far the predominant source of employment and thus the major financial influence on the economy, is reported as now expanding and likely to continue to do so for several years.

As might be expected for a region largely near the poverty level and where only a minute percentage of households has an income

of over \$10 thousand annually, the area has experienced a stagnant economy. Due in part to out-migration and its multiplier effect and in part to previous lack of demand for mine output, local employment has declined over the past few decades. Further, there has been little incentive or capability for new economic ventures. Being isolated from main transportation routes and from sources of fabricated materials and skilled labor the area has not been attractive to risk capital or to the development of enterprises. Future growth appears to depend on job opportunities.

#### *Population Factors*

The four counties have also had an appreciable drop in population since the 1930 census, although there are indications that losses have begun to level out and may be stabilizing. Out-migration, most prevalent among the younger in the 20-29 year age group, has resulted in a disproportionate number of persons under 20. The present population density of 60 to 85 per square mile, depending upon the county, is well below that for the state as a whole (100 per square mile) and prospects for any rapid increase seem remote. Nonwhites and the foreign-born constitute less than 3 percent of the total.

Educational level throughout the region is quite low, the estimated mean being the seventh grade. Although over 5,000 students were enrolled in area high schools in 1966-67, only about 25 percent

graduated that year from the cohort entering school 12 years earlier. In fact, slightly over half the cohort left school either by out-migration or dropout before reaching the tenth grade. A study in 1968 projected a progressive decrease in high school attendance throughout the coming ten years, with only about 4,000 students expected to be enrolled in 1977.

*Implications for the Community College*

In recognition of these economic and population trends, and shortly after a statewide system of public junior colleges was authorized in 1966, leading citizens of the community petitioned the state for such a college. Their apparent purpose was threefold: to provide local higher education opportunities for the first time, to improve economic conditions by upgrading education and skills as a means of attracting new industry, and to help halt the economic and social decline of the region.

Thus the college seems to have been deliberately sought by the community as an instrument of change. For this reason, it inherited expectations and responsibilities which continue to impinge on its programs and thinking. These constraints (and opportunities), as well as the controls exerted by the state, have direct effects on institutional planning.

Community leaders are reportedly convinced that long-term progress depends on attracting new industry and on expansion of

presently inadequate service-type enterprises. Such concerns would increase employment and, by freeing the region from overwhelming dependence upon the fluctuating fortunes of mining and agriculture, would stabilize the population and improve the economy. Education is regarded as the key to success in these long-range endeavors.

To alter the region through education Rural Community College has several major tasks before it, although they have not been formally expressed in these terms: to help upgrade the labor supply, to establish a climate conducive to continuing education, to help raise the educational base through remedial offerings, to help uplift the culture of the area, and to encourage further college attendance. Transcending the narrower institutional aims of providing certain kinds of educational programs, they serve as a foundation for institutional goals. Whether formally acknowledged or not, the larger mission necessarily has a powerful influence on institutional decision making.

Being almost totally dependent on state funds, which in turn are allocated biennially by an FTE formula, the college is likely to find its financial problems perpetuated. Having coped to date with sizable unfunded enrollment increases through the initiative, dedication and creativity of the staff, and in view of a rapidly expanding state system at a time of severe budgetary pressures on state government, the college cannot realistically expect a sharp

upward surge in its income. Some relief can come through exploitation of federal programs, to which the institution is beginning to give added attention.

### *Institutional Purposes and Goals*

Institutional purposes and goals, produced during the planning phase of the college and approved by the local board, are reproduced in basic institutional documents. Purpose is stated as follows:

The community college is dedicated to the belief that each individual should be given a continuing opportunity for the development and extension of his skills and knowledge to increase an awareness of his role and responsibility in society. The College is devoted to serving the educational needs of its community and assumes a responsibility to help provide the requirements for trained manpower in its region through a cooperative effort with local industry, business, professions, and government.

Its goals, paraphrased from official documents, are to:

1. Provide quality educational opportunities for adults as well as college age youth, to include associate degree and developmental programs.
2. Fulfill the obligation of a comprehensive institution of higher education by offering programs of instruction extending for not more than two years beyond high school in: Occupational-Technical Education, University Parallel - College Transfer Education, General Education, Continuing Adult Education, Special Training (to meet transient needs of employers), Developmental Studies, and Specialized Regional and Community Services.
3. Provide counseling and other student services to assist students in decisions on their occupational, educational, and personal goals.

The second of these institutional goals is phrased somewhat differently in a 1968 report by a team of planning consultants. This study observed that the local board and the college administration had agreed that the institution must provide:

1. The opportunity for post-secondary vocational-technical education and training, thus:
  - a. Improving the job qualifications of young people in the area.
  - b. Assisting in attracting industry to the area.
2. Two years of quality transfer education for qualified students.
3. Foundation programs for those indicating weaknesses in basic information and skills.
4. Adult education and community services to raise the cultural and educational level of the area.

Further, the consultants' report advised that the institution's responsibilities should include:

1. Ways of meeting the intense desire for college education frequently denied to qualified students due to limited finances.
2. Opportunities for increasing the capabilities of those students choosing vocational-technical programs, especially in mining.
3. Opportunities for upgrading skills or for learning new skills.
4. Opportunities to become acquainted with the cultural heritage (the college should become the cultural center of the community).
5. Good counseling and guidance services.

*Developmental Objectives*

Developmental planning by and for the institution has been carried out in four steps. The first consisted of a suggested master plan for establishing community junior colleges statewide. This document, produced for the state by a firm of consultants, evaluated population and potential enrollments and recommended the establishment of Rural Community College, among others. The second was a developmental plan for the college prepared by another nationally known consultant organization. This latter study, upon which the college continues to depend heavily and from which the above goals were drawn, reviewed the special needs of the region and proposed institutional organization and programs.

Thirdly, a ten-year development plan calling for five additional buildings has been prepared by the college in conjunction with consulting architects and has been forwarded to the State Board for its consideration. One new building to house the library, learning laboratory, and occupational programs, has been approved for early construction under this development program. Requested construction is related to a companion study in which the institution projects its enrollments to 1980 and outlines academic programs considered necessary for the period.

Lastly, annual objectives have been used since 1969-70 by each element of the college - administration, instruction, and student services. Following are those for the administration for school year 1970-71:



1. Provide leadership and atmosphere conducive for the personal development of students, faculty, and staff.
2. Plan and coordinate the utilization of institutional resources (human and material) toward further implementation of the comprehensive purposes and philosophy of the college.
3. Continued development of a meaningful program of staff development and professional growth.
4. Implement an effective system of management objectives and PPBS.
5. Further development of public information programs which provide area citizens with a greater awareness of the opportunities offered by the college resulting in wider participation by the population.
6. Improve and expand articulation programs with other colleges and with public school systems for a more effective student transition.

Objectives for the particular office or department are arranged in tabular form preceded by a brief statement of the responsibilities of the organizational element to which they apply. Entries occur under columns labeled "Objectives," "Measurements," and "Results," and under the heading "Innovative," "Problem Solving," "Routine," and "Personal Development." The "Results" column apparently can be used as a periodic reporting and evaluative device. Examples for the Office of the President are:

<u>Objectives</u>	<u>Measurements</u>	<u>Results</u>
<i>Innovative</i>		
Development of curriculum and site master plans with long-range and short-range goals.	Completion of master site plan and acceptance by the local board and by state agencies by March 1, 1971.	

Objectives

Measurements

Results

Campus and divisional  
one-year and five-year  
plans completed by  
June 1, 1971

.....

Objectives

Measurements

Results

*Problem Solving*

Improvement in community  
public information pro-  
gram. Communicating the  
college purposes, philo-  
sophy, and programs to  
area citizens.

Favorable feedback from  
citizens evidenced by:  
(a) interest in the col-  
lege; (b) student in-  
quiries; (c) business  
and industry calling on  
the college for assist-  
ance; (d) growth in  
student enrollment and  
courses.

Aspects of institutional development, therefore, may be found under each of the several categories of endeavors and also under various departments and positions throughout the college. For instance, objectives relating to student aid are included in listings by the office of student services while those for public information, government relations, and physical plant planning originate in the Office of the President. The general thrust is for improvement in each subarea of Planning and Development, except for fund raising; but, at the present time, these one-year aims are not specifically related to a detailed five- or ten-year plan with its own goals and objectives.

*Structure for Planning and Development*

Cognizant of the mandated relationships between the college president and the local board with responsible state agencies, the 1968 consultants' report suggested a streamlined administration (Figure 7). Three subdivisions were recommended—Business, Instruction, Student Services. Governance would be carried out through line officials responsible for these activity groups, through an Administrative Council consisting of these and other top administrators, and through several standing committees, i.e., Institutional Affairs, Academic Affairs, and Student Affairs.

Institutional research was not addressed but the growing significance of government relations was recognized by the study. It is important, it observed, that someone on the staff be given responsibility for keeping informed on federal programs including those that assist students. No recommendations were included on fund raising, an activity prohibited by the state, or on long-range planning. Public information was not referred to directly, but was implicit in cautions on the necessity for working closely with the community. The report advised that a natural tendency toward an inadequate staff during the early phases of college growth be resisted and warned that to gain later economy and effectiveness a larger percentage of the budget would be needed for administration in the beginning years.

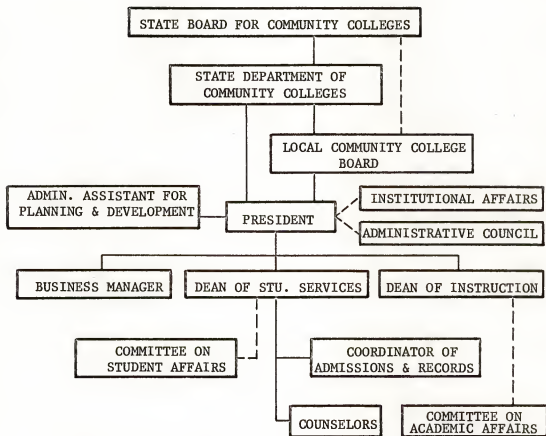


Figure 7. Consultants' Recommendations on Organizing Rural Community College

The consultants recommended that Planning and Development be incorporated into institutional organization and that an operating position be established to carry out the associated responsibilities:

Usually the most neglected function of administration is the planning and development service of the college. Since day-to-day operation looms [*sic*] in importance because of the many problems, there is often a tendency to push aside the planning function. There is, however, particular need for both long-range and short-range planning. Scarce resources can be conserved and used more effectively as a result of these activities.

The specific activities considered essential would include maintaining contact with other agencies, performing institutional research, coordinating data processing, planning for plant development and implementing requests for special funds from the federal government and/or other sources. This function will be carried out directly under the President by a special administrative assistant and will be a staff rather than a line function.

The 1968 consultants' study on organizing the institution has been generally implemented, except for the Planning and Development position. The Business Manager has been retitled Dean of Administration and Financial Services, an assistant has been provided the Dean of Student Services, and the office of the Director of Continuing Education has been established to include a Coordinator for Evening Programs.

Both lay and college committees (with student representatives) are used extensively to advise institutional officials and to supplement the internal organization. A number of citizen advisory committees have been formed for occupational curricula and for community service programs, and standing committees of the college have been expanded somewhat, an example being a new Alumni Committee.

As for particular aspects of Planning and Development, institutional research is reported to have been pursued intermittently by a Research Committee under the Chairmanship of the Dean of Instruction. A graduate intern has been used half time for teaching and half time on federal programs. Student aid has been assigned to the Dean of Student Services and is receiving vigorous attention. While the news release side of public relations is performed by the secretary to the President, public relations are an accepted part of the duties of all staff members and department heads. Internal communication is emphasized not only through the standing committees and the President's Council but also by a college newspaper and a weekly faculty newsletter distributed by the Dean of Instruction.

Subfunctions of Planning and Development, therefore, are being carried out but in varying degree and without central direction and coordination other than by the President. This arrangement stems partly from restrictions on administrative spaces in favor of badly needed teaching positions. It also results partly from the nature of institutional planning under a centralized state system. Matters relating to the future thus are oriented more toward state agencies than toward local planning. Limited staffing at the state level does, however, furnish some latitude for action by the college in exploiting federal programs. Opportunities in the fields of public relations and student aid are, of course, inherent in the purposes and responsibilities of the institution.

*The Planning and Development Process*

Although the system of short-range objectives has been in use for two years, it has admittedly not yet reached its full potential. In fact, college leadership has commented that early objectives were overambitious in estimating what could be accomplished in a given time frame. Nevertheless, these aims have been valuable in pointing institutional efforts toward specific endeavors considered important. It is acknowledged, however, that they constitute only one element in a more comprehensive and desirable structure of planning which should include expanded five- and ten-year plans. The outlines for the latter already exist in the abbreviated versions submitted to state agencies.

The institutional process for Planning and Development can best be understood in relation to state rules on financing and on delegated responsibilities. First, the State Board for Community Colleges is the agency designated as responsible for the establishment, supervision, control, and administration of all community colleges. It is specifically charged with controlling and expanding all funds appropriated by law, and for fixing tuition and fees. The State Department of Community Colleges in turn is responsible for the administration and supervision of the system of community colleges under the authority of the State Board.

Secondly, the local board is limited to acting in an advisory capacity to the State Board and to such duties with respect to its

single college as may be delegated to it. These delegations consist primarily of promoting high quality educational programs, eliciting community participation in program planning and approving the appointment of advisory committees, establishing rules for student conduct, and supervising the student activities fund within guidelines of the State Board. It submits recommendations on site development, the selection (and removal) of the president, new curriculum proposals, personnel appointments and promotions, and the college budget to include the use of the local supplement.

Thirdly, the president is responsible to the State Board (through the head of the State Department of Community Colleges) for the operation of the college and to the local board for those areas in which it is empowered to act. In addition to his duties concerning instruction, community programs, and student services, he is charged with leadership and supervision for financial matters, campus development, research and reports, and for developing effective regional and community relations.

In sum, discretionary powers for local action are quite restricted. Initiative in planning and in its implementation is handicapped by the fact that decision making on matters affecting the future direction of the college—particularly with regard to programs, construction, and budget—rests at the state level. In effect, college officials are limited to recommending policies, to promoting the institution and



its programs, and to generating student aid. One departure from state centralization is found in the initiative presently allowed the college in exploiting federal programs.

In general, therefore, objectives are cast in the context of improved performance over the short-term within the framework of resources allocated by the state. Priorities apply to the activities of the office composing a set of objectives and are indicated only by means of deadlines sometimes established for their completion. Mechanisms for institution-wide coordination, or for the evolution of objectives from an articulated master pattern, remain to be developed.

A guiding intention of the college is to avoid becoming enmeshed in paperwork and so dissipating the creative energies of an already overburdened staff and faculty. For this reason, it is implied, committees and their activities are held to a minimum and formal planning is kept to essentials. Objectives produced by an office or individual thus are normally pointed toward operational tasks over the short term. The small size of the staff does, however, permit the chief executive to review objectives of the major operating elements of the institution and to place his own evaluation on outcomes.

Moreover, feedback and informal communication are facilitated by close relationships, frequent discussions, and a pervasive sense of identification with the institution. Yet evaluation of accomplishments seems unsystematized, to which the absence of an effective research component (except for data gathering) no doubt contributes.

*Considerations Related to the Tentative Guidelines*

Rural Community College faces a number of obstacles should it desire an integrated program for Planning and Development. Lacking the freedom in forward planning that comes from autonomy, its entire future is subject to decisions of a state agency and to the vagaries of state funding. Its community possesses few resources with which to supplement state allocations appreciably, and enrollment projections by consultant firms make uncertain not only whether recent increases will continue but also whether present enrollments can be maintained indefinitely. The latter factor, together with other demands on a rapidly expanding state system, may account for delays in expanding the physical plant and faculty.

There are, however, two indications of a need for a systematic approach to Planning and Development. The first is the recommendation in the 1968 consultants' report for a Special Assistant to the President to perform certain aspects of the function. The second lies with ongoing institutional consideration of actually establishing the position, to be responsible mainly for research and government programs, and to be filled by the person now involved with the latter of these two activities. Once the position is in being, an organizational arrangement will exist for coordinating the entire Planning and Development effort.

### *Environment*

Except through higher enrollments there seem to be few opportunities available to the institution for influencing its environment in ways to enhance its future. This situation, produced largely by the nature of the state system and the characteristics of the region served, make it all the more important to plan and utilize fully those means at hand. This necessity is recognized by the college and is reflected in its intentions to continue to raise enrollment, to emphasize public relations and articulation with high schools, to devise realistic five- and ten-year plans, to increase scholarship funds, to improve placement, and to give more emphasis to community services.

The college would, however, benefit from more study of the area and its people. For instance, early planning for the college greatly underestimated enrollment for first years of the 1970s. Projections for later years, therefore, are questionable. There is also a dearth of studies on economic trends and indicators which would signal changes affecting the region and institution. To date the college has had little capability for such investigations, and those from civic sources appear based as much on conjecture as on analysis. A vast reservoir of educational need can be shown but methods for effectively meeting this need will require much further thought.

Scholarship aid, one of the most apparent requirements, is within the initiatives permitted the college and is getting vigorous action. Data on fall 1970 applicants revealed that one-third had family incomes below \$3,000 annually (60% being below \$6,000 and 85% below \$8,000), and that a number were in dire financial straits. Resulting emphasis on expanded financial assistance then produced over \$100 thousand for fiscal 1971 and \$200 thousand for fiscal 1972. In 1971, a total of 237 students received aid through a variety of scholarship and work-study programs, not including GI Bill beneficiaries. Placement contacts improved 50 percent and employment increased quite significantly.

#### *Purposes, Goals, and Objectives*

The purpose of the college is somewhat unusual in two respects. The object of providing a continuing opportunity for an individual to develop and extend his skills and knowledge is identified as being "to increase an awareness of his role and responsibility in society." The thrust thus is on interaction with a social group rather than on self-enhancement alone. Secondly, the purpose includes a specific commitment to help meet the regional requirements for trained manpower. These undertakings acknowledge the college's role as an instrument of economic and social change and tie it to the community.

Institutional goals, particularly those indicated by the 1968 consultants' report on organization, mirror these purposes. Those

formally expressed by the college in its publications are conventional for a two-year public institution, encompassing an array of programs for all ages and educational needs, to include extensive counseling services. The goals enunciated by the consultants are more directly related to the broad social and economic weaknesses of the region and furnish justification for the programs and services regarded as "goals" by the institution. The contribution of an upgraded labor supply in attracting industry to the area can indeed be evaluated, as can the degree to which poor students are aided in capitalizing on the educational opportunity.

These purposes and goals are clearly reflected in college operations. It may be concluded, therefore, that they serve as the source of individual and departmental aims even though these objectives are not specifically referenced to particular goals. Instead, objectives are related to the duties assigned the originating office or person.

Educational program areas conform to state specifications for community junior colleges. Their availability is, of course, determined by state provision of resources. Emphasis within the program fields, however, can and has been directed toward the needs identified in the consultants' report, which was based on a socioeconomic analysis of the region. Although not college conducted, research thus has entered into the institution's consideration of its wider aims. Research bases of the more limited objectives appear to

vary with their respective nature and with the originators. Some objectives, like student aid, seem founded on fairly firm data. Others apparently mirror needs less well validated.

The degree to which guidance influenced the preparation of objectives is difficult to determine since advice was provided through individual and group consultations and by written and oral communication with state agencies—all occurring over a period of time. In short, objectives were drawn up by operating elements within the context of the situation as it was known to preparers and were then reviewed through administrative channels. Coordination between offices seems to have been informal during preparation and applied by supervisors during review.

### *The Planning Process*

To recapitulate, the college's concept of Planning and Development calls for five- and ten-year plans and for annual objectives for each operating element. A ten-year plan covering academic and service programs and building construction has been presented to the State Board. This document, consisting principally of contemplated programs and needed construction, is keyed to the anticipated enrollment of over 1,200 full-time students by 1980 but does not contain rationale and detailed bases for the line items. A five-year plan, although an announced objective, has not yet been completed. Objectives, described previously, are worded in the form

of desired outcomes for each office or responsible individual together with concrete tasks or other indicators whereby success can be measured. Target dates are included where appropriate.

Institutional leadership reports that the ten-year expansion plan was prepared mainly in the office of the President with input from the second echelon of administration. Objectives, on the other hand, emanate from the action level and then work themselves upward through the administrative chain. Priorities, other than those implied by occasional target dates, are not included nor are reporting or follow-up systems incorporated. The forms containing the objectives do, however, lend themselves to possible use as a reporting device. In sum, present sets of objectives are largely lists of desirable actions.

Courses of developmental action, found both in the objectives themselves and in the measurements by which accomplishment is to be judged, have not normally been analyzed from the viewpoint of alternatives and preferred undertakings. While apparently compatible with the institution's design for management, the process does not discriminate those activities pointed toward the achievement of precise goals or the best means for carrying them out within existing options and resources. There is thus a possibility that concentration on fewer but selected endeavors might be more productive than the same effort diffused among many tasks, all of which are not equally important to priority needs.

### *Implementation of Action Projects in Planning and Development*

Coordinating devices consist of line and staff relationships, the President's Council, and the several institutional and lay committees. Informal contacts appear to serve a vital role in task setting and in project implementation. The principle of minimum essential paperwork, the deliberate cultivation of feedback from students and community, and the small number and adjacency of faculty and staff all make easier the exchange of information and make formal processes less necessary. Nevertheless, undue dependence upon limited and impromptu interchanges runs the risk of misunderstandings and of overlooking important factors.

Decentralization does not present as much of a problem as it would in a larger organization. When the principal administrative offices contain only a few people, as here, the planner is also the implementer and supervisors are at a minimum. Consequently there is less opportunity for misinterpretation and lost motion, and those with major responsibility for results can more directly influence events and adapt to circumstances. These characteristics are prevalent at this college where planning and implementation are usually incorporated into the same job.

### *Evaluating Planning and Development Activities*

No formal process of judging staff performance in relation to objectives has yet been put into practice. Again, a somewhat crude



mechanism exists in the "Results" column of the form on which objectives and measurements are indicated. Short-range Planning and Development activities being reflected by these objectives, it follows that they too have received little systematic evaluation with respect to accomplishments.

Long-range goals and the resources for their achievement being subject to state decision, it is difficult to visualize a meaningful way to compare actual happenings against potential outcomes as well as actions taken against possibly more productive alternatives. The variables in this situation not only are not always identifiable but often lie outside the control of the institution.

Evaluation then frequently reduces to a "Yes-No" conclusion, e.g., enrollment either did or did not increase, or an action did or did not take place by the date scheduled. Why something occurred as it did, to what degree and how successfully, and whether a different approach would perhaps have been more effective are troublesome but not impossible assessments. At this institution, however, the usefulness of an evaluative process and its proper role are still to be determined.

#### *Summation*

Rural Community College is operating under many hardships, especially in staffing, plant, and resources. Since decisions on these matters are centralized at the state level, important aspects

of Planning and Development are outside the domain of the college. Nonetheless, inputs from the institution are requested and are given consideration at the ultimate decision-making level. For this reason, the resource procurement portion of the function is still required of the institution, although to a different degree than for a college with more autonomy. Student aid, public and alumni relations, and government relations become perhaps more crucial under the conditions faced by this college than would be the case for many other institutions. The need for planning—long, medium, and short-range—is recognized but is restricted by minimal staffing and the pressure of day-to-day affairs. However, a ten-year projection of desirable programs and necessary facilities has been made and annual aims have been codified in objectives prepared by all operating elements of the college. These objectives serve as guideposts for organizational activity and are in a form conducive to reporting and evaluating achievement, although not yet used for these purposes in any systematic way. At this point, the concept of planning by objectives seems to be still in the formative stage.

The apparent intention to continue but to improve the present method of operation indicates that an integrated Planning and Development function is not considered necessary or desirable for the existing size and situation of the college. Ongoing consideration of adding a research and government relations man would imply, however, that a need for these services is now apparent. It remains to be seen whether more centralized coordination of the many efforts leading

to the future growth and well-being of the college is advisable, and whether a staff position for this purpose is warranted.

## CHAPTER V

### PLANNING AND DEVELOPMENT AT INDUSTRIAL CENTER COMMUNITY COLLEGE

Industrial Center Community College is situated on the suburban outskirts of a large manufacturing city supplied with excellent communication and transportation nets. The area served by the college consists of one metropolitan county and appreciable portions of five others having a combined population approaching a million persons. The region provides a variety of educational and cultural opportunities, to include a civic center, zoo, museum, botanical gardens, and several public and private four-year colleges as well as an element of the state university.

From its first days the college has experienced a steady growth of enrollment and facilities. An initial student body of 1,200 in 1965, has mounted to one of over 5,600 in the fall of 1971, and the campus has been enlarged to over 200 acres with five modern air-conditioned buildings and two more under construction. Courses are also conducted at two centers in the downtown section of the city and intermittently at other locations.

Current annual income approximates \$2.5 million, with state appropriations accounting for some 70 percent of the total. The remainder comes from federal programs (about 23%), from student charges (some 7%) and from auxiliary enterprises (1%).

Projections indicate a continued increase in students to perhaps 8,000 by 1975, and a need for as much as a third more facilities by 1980. Present faculty comprises 173 full-time and 58 part-time members, four-fifths with the master's degree and almost 10 percent holding a doctorate.

### *Nature of the Environment*

The state system of which the college is a part does not provide for local governing boards or for the local sharing of costs of construction or operations. The community does, however, furnish the land and utility installations. Considerable freedom is allowed institutions in budget transfers and in securing resources above the amount made available by the state. Since the bulk appropriation for operations is based on an FTE formula, the institution has considerable latitude in its reallocations to staffing and programs.

The absence of a local board and the relative autonomy accorded the college places an unusual responsibility on institutional leadership for communications, public relations, and other aspects of development. There being a void in the interpretive and supporting role normally performed by a local board, the college has found it advisable to depend more heavily than is customary on occupational advisory groups, personal contacts, and presidential involvement with community figures and organizations. Good public

relations is, therefore, viewed as an essential undertaking, which has resulted in a constantly increasing workload for the single part-time official charged with this duty.

Personal contacts seem to be a particular feature of this institution's relationships with its environment. The former president, as well as the one newly appointed, are well known in the region and at the state level and appear to have devoted much effort to expanding their influence for the benefit of the college. These efforts have been given added emphasis lately as it became more apparent that state funding was likely to continue to lag behind needs.

Funding problems have also led to the establishment of an institutional Foundation, a step calculated to offer several advantages. A separate source of funds would thereby be provided, an institutional advisory board would in effect be formed, and an influential device for publicizing the college and for securing moral as well as material support would emerge in time.

#### *Economic Factors*

Despite slackening in the nation's economy over the past few years, business and industry in the area have remained healthy. A burgeoning medical complex, for example, is expected to triple in size during the next five years and is forecast to become the largest employer in the region. Concerns of national and interstate significance are relocating in and near the metropolitan county, and retail

and wholesale businesses have been expanding. Road networks are undergoing large-scale modernization, as are water and air transport facilities. Retail sales volume and power consumption have doubled and per capita effective buying income has risen over 50 percent in the last decade. Anticipating a continuation of these trends, several civic commissions are active in forward planning, especially for regional growth and manpower training.

The more highly developed portion of the region contains extensive heavy industry and manufacturing facilities. The range of enterprises offers a variety of opportunities for job change and for occupational advancement. The importance of education in this regard is well recognized, some concerns reportedly having scores of employees enrolled in the college and in other area institutions of higher education.

#### *Population Factors*

Parts of the college district have experienced considerably different rates of population growth since 1960. The metropolitan county, with three times as many people as the other five together, had only a 1.6 percent increase over the decade. The two counties most distant from the college recorded gains of 15 and of 20 percent in the 1970 census, while the others showed a growth of from 4 to 10 percent. Neighborhoods near the college are classed as rapidly expanding middle class sections.

Students at Industrial Center Community College come from the entire region, although by far the greater number are drawn from the immediate area and from the metropolitan core. Although the institution was originally expected to serve the working class strata primarily, minority representation has stayed between 12 and 14 percent and the administration considers the present student body as inclining toward the middle class. This belief is supported by campus automobile registration as an indicator of the relative affluence of students, almost one car being registered for each person in attendance. College administrators are of the opinion that the constantly rising costs of four-year colleges and universities is the main reason why increasing numbers of transfer students are being enrolled.

#### *Implications for the Community College*

The horizons of this community college seem virtually unbounded. While provided with public school and state-operated vocational schools, another state institution offering essentially two-year college programs, and with several four-year colleges and an element of the state university, the six-county area contains enormous potential for community college services. Not only is there a large population with a heavy base of the disadvantaged and working class, but the central city has in being the civic machinery for planning and support of an expanded, comprehensive, area-wide educational program at the post-high school level. Opportunities



presented by the range of possible occupational choices, the mounting interest in college-transfer preparation, and the potential demand for community services seem almost without limit.

Despite the wealth of possibilities for rendering educational services, forward movement of the college has reportedly been hesitant. The state system apparently has not fostered regional master planning and so relationships with area vocational schools and institutions of higher education appear somewhat nebulous. Its very appreciable autonomy and capacity enrollments have allowed the college to fix its sights mainly on its present campus and on necessary modifications to the original plant. Except for land acquisition, only comparatively recently has it sought ways to expand its physical facilities. And mere coping with growing enrollments has inhibited any sizable outward projection of college services and has made student recruitment relatively unnecessary.

Funding has been perhaps the most influential factor in shaping the college to date. State appropriations for operating expenses, averaging a bit over \$460 per FTE student from 1965 to 1971, has fluctuated between \$575 and \$375, with the latter resulting in an increase in tuition and a temporary drop in enrollment. Matching funds for federal programs have been difficult to assure, although one building now under construction was financed in this way. Lack of both state and federal support caused the institution to turn to a bond issue in 1970 for another building, to be retired

by a portion of student charges. As a result of this unpredictable funding support, it is claimed, there has been an understandable reluctance to expand programs too precipitantly or to become overly involved in community service projects.

Consequently, even though the institution is well established, it displays a sense of uncertainty toward the direction in which it should tend. Some short-term physical needs are known, others of somewhat longer range are being discussed, and an estimate of anticipated space requirements through 1980 have been completed—all of which are focused on the present campus and are based on growth formulae. But no study in depth has been made of what the college could or should become or of the type and priority of the services it should provide. To this point in time, and except for an emergent awareness of the environment as a source of added material support, population and economic factors of the region and their implications have had little impact upon the college.

#### *Institutional Purposes and Goals*

The institution's philosophy contains within it a set of multiple purposes, which in substance accept as obligations of the college to:

1. Nurture, and to sponsor vigorously, those ideals and qualities of leadership and initiative which are vital to the American way of life.
2. Provide an opportunity for two years of education beyond the high school to all persons in the assigned area of educational service who can reasonably profit from it.

3. Offer a program for preparing students to continue their education beyond the junior college level.
4. Offer programs to meet the needs of students who will terminate their formal education at the end of two years.
5. Provide programs, as rapidly as facilities and resources permit, to train skilled personnel for local business and industry.
6. Make available to the region the educational and recreational facilities of the college in order to enrich the life of the communities served.

In furtherance of these purposes the institution has

itemized its goals as being:<sup>1</sup>

1. To offer two years of university-parallel courses, preparatory for work on the senior-college level.
2. To offer two years of career education with special emphasis on employment needs within the college area.
3. To offer, through part-time and evening programs, life-enrichment opportunities to adults in the community.
4. To offer, through appropriate educational leadership and planning, a program designed for progressive improvement of citizenship.
5. To offer to the area community opportunities for cultural growth and enrichment.

The college goes on to state:

It is the sincere aim of the administrative officers, the faculty, and the staff to meet the stated objectives by an outstanding liberal arts program; a carefully planned program of career and adult education; a comprehensive and effective program of counseling and guidance; a student government that trains

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<sup>1</sup>These "goals" are termed "objectives" by the institution in its publications. They are reclassified here for the sake of consistency and to conform to the usage of Peterson, p. 3, and the explanations of page 38, *supra*.

for citizenship within and beyond the immediate community; a comprehensive program of student activities; and a program of activities looking toward the enrichment of the lives of students and of the community as a whole.

### *Developmental Objectives*

Industrial Center Community College has not formulated developmental objectives as such. Indeed, development has not been viewed as an integrated undertaking but simply as an effort to obtain financing for a few obvious and reasonably short-range needs which are indicated in a brief "continuing development plan." This document, produced by a committee with the Business Manager and the Development Officer as co-chairman, identifies developmental "goals" as:

1. Immediate needs
  - a. Furnishings for the Student Center.
  - b. Possible funding of some initial operations of the Student Center.
2. Intermediate needs
  - a. Replacement of facilities sacrificed to permit earlier construction of other buildings.
  - b. Rehabilitation of the Library upon relocation of student lounge facilities to the new Student Center.
  - c. Matching funds for possible HEW grant for a Nursing Education Building.
3. Long-range needs—the foregoing immediate and intermediate needs plus input from a Development Board yet to be formed.

In 1970, the Business Office published a listing of items proposed for construction, arranged in three categories of priority,

and with indications of possible funding sources to include local, state agency, loans, and specific sections of pertinent federal legislation. Projects encompassed buildings, furnishings, renovations, athletic facilities, and roads and paving. The basis for arriving at the separate line items, their costs, and their respective priorities apparently were not formally documented.

A physical facilities study, externally generated but receiving cooperation from the college, was completed in 1971. Based on a more sophisticated projection of enrollments than the 10 percent per year increase assumed by the institution in other estimates, this investigation concluded that approximately 35 percent more academic-administrative space would be needed by 1979-80 than now exists or is under construction. About two-thirds of the shortage was estimated as being in library and laboratory space with most of the remainder in office accommodations. Only 6 percent additional classroom space was considered necessary after other requirements were met. This study, which also recommended that a position for development be established, has been made available to the college but has not yet been accepted as a blueprint for the future.

Initial steps have, however, been taken toward the immediate objective of equipping the Student Center. A Foundation has been set up to receive and dispense donations for this and other purposes. Lay trustees have been appointed and personal contacts with potential givers are underway by these trustees, the President, and the Development Officer. Mail solicitations are being

employed and target category committees are being formed. Although it is said that the effort to date has been sporadic and that returns are less than had been hoped for, results are inconclusive since the campaign has only recently begun. However, the Foundation and the related machinery are regarded by the institution as "of continuing use in successively attacking other problems as their priority becomes imminent."

In short, other than an attempt to meet a current and urgent crisis, objectives to guide activities for developing the institution have not been established. Indeed, forward thinking in this regard seems limited to relatively short-term and discrete construction and renovation projects.

#### *Structure for Planning and Development*

The administration of Industrial Center Community College has undergone a series of internal reorganizations since 1965, some suggested by accrediting teams and others prompted by apparent needs for improved effectiveness. Further adjustments are under active consideration by the new President who has welcomed ideas from his principal staff members. The current functional assignment of administrative responsibilities is shown by Figure 8.

The position of Director of Public Relations and Development, while designated as part-time, is actually being given far more than partial attention by the incumbent who is also a regionally-known

and practicing specialist in the field of public communications. This office has recently been expanded by a full-time assistant to handle news releases and by several student aides. Developmental projects are in their infancy, consisting of the so-called "continuing development plan" and efforts to organize the institutional Foundation and the initial fund raising drive. These activities are handicapped by multiple responsibilities, the shared-time arrangement, and a lack of long-range objectives and integrated developmental planning and programs.

The Office of Federal Relations, once under the Business Manager, became inactive with the departure of the individual performing these duties. Although the Business Manager continues to furnish an accounting and a reporting service, responsibilities are now dispersed throughout the college with each department preparing and following through on proposals. For instance, Student Services is said to have three counselors almost fully occupied in identifying opportunities and in preparing and administering federal proposals and grants. At the same time the Business Office is engaged in seeking construction money and matching funds. Instructional departments are involved, of course, with proposals and programs in their respective areas of concern, especially those already funded. And federal programs are of vital interest since in 1969-70 nearly one-fourth of institutional income for general fund purposes came from federal contributions.

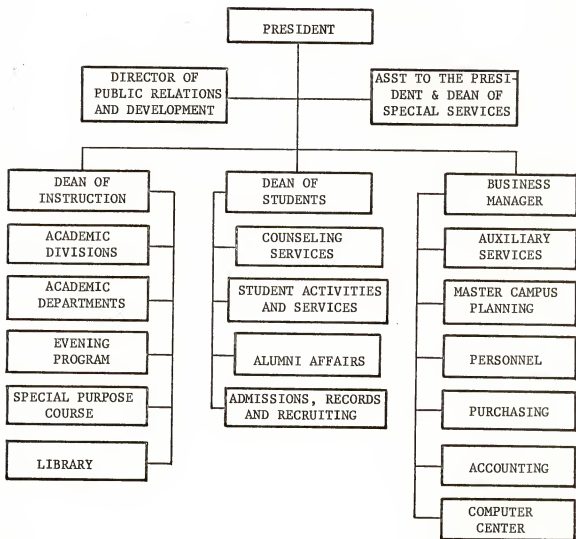


Figure 8. Present Distribution of Functional Responsibilities, Industrial Center Community College



Physical plant operations and maintenance are located under the Business Manager and are centered in the office of the Director of Auxiliary Services. The Business Manager is also charged with physical plant inventory and campus master planning, responsibilities which are discharged by a Research Division (presently unstaffed) whose aim is to "prove the need for specific space before it is built and to provide a need basis for distributing capital resources." But officials are vague on why from a basis of need a Nurse Training Building (Priority I for new construction and suggested for financing through two-fifths state funds and three-fifths from Title III of the Nurse Training Act) is given precedence over buildings proposed under Priority II (such as added space for science, technology, and fine arts, also suggested for construction by a combination of state and federal funds).

Alumni Affairs and Student Aid, together with acquisition of resources for the latter, are responsibilities of the Dean of Students. An Alumni Affairs Office offering a full range of services has been created and placed under the supervision of a counselor. Student aid, as in most institutions of higher education, has become a sizable operation. Scholarships, loans, and grants administered in 1969-70 amounted to almost \$350 thousand, about one-third being nonfederally supported, and provided assistance to over 1,000 students.

Planning and Development subfunctions are thus receiving attention at various locations within the administrative structure.

But effectiveness seemingly varies with the operating element, the time available, and the individual responsible. There are indications, too, that some responsibilities may have been simply assumed without formal assignment, that some may have been given to the person judged best able to produce results regardless of functional field, and that self-enhancement may perhaps have played a role in the distribution of a few subfunctions.

### *The Planning and Development Process*

While administrative execution goes forward mainly through line officials, it is asserted that leadership of the college is vested in the Administrative Council. This Council consists of the Deans of Instruction and Students, the Business Manager, the Dean of Special Services and Assistant to the President, and the Director of Auxiliary Services as regular members. The Director of the Computer Center and the Director of Public Relations and Development participate but have nonvoting status. This body has both advisory and policy functions and so centralizes decision making for the institution.

Committees appear to be used mostly on an ad hoc basis as the need arises for such an approach. The Dean of Instruction does, however, meet weekly with the academic division heads, to include the directors of Continuing Education and Library Services. Student Government provides input to the Office of Student Services and to

other bodies upon request or upon its own initiative. Institutional governance, therefore, can be described as traditional in its mechanisms and methods.

The Planning and Development function at Industrial Center Community College, as in other institutions of public higher education, must be cast in the context of the state system of which the college is a part. In this instance a State Board of Education and funding of operations on a FTE formula, together with absence of a state or regional master plan and a local board, as well as fiscal uncertainties due to erratic legislative action, impose unusual burdens on systematic preparations for the future. Capital outlay, matching funds for federal programs, and even annual operating income are undependable and cannot be programmed with assurance. In such a situation, there could be a temptation to exploit temporarily popular themes or transient fund availabilities whether or not they relate to carefully evaluated needs and whether or not they create imbalances in campus programs. In such an event, the object could become one of mere expansion rather than one of planned or controlled growth. There is some reason to suspect that this institution may have been so affected.

Priorities for plant construction have been derived but grounds for their determination are unclear. Except for furnishings for the Student Center, an immediate crisis, aims for other developmental action are as yet unspecified. Action programs,

organized by individual offices in response to allocated responsibilities, seem pointed at problems impinging most directly and urgently upon those offices. External contacts appear to rest largely with the President and the Director of Public Relations, with those related to particular concerns (such as federal programs) being pursued independently by persons having special interests in the projects. Activities are harmonized and facilitated, however, by informal relationships within the relatively small and compact staff.

The developmental function then can be characterized as fragmented and piecemeal. Both the Development and the Business Office have produced objectives which, although coordinated to a degree, are neither comprehensive nor founded on study in depth. Research, although asserted to be ongoing, appears limited to routine data assembly by the respective administrative offices. Developmental subfunctions have been shifted about frequently among the staff, are invariably part-time responsibilities, and show little evidence of direction toward specific goals. A formal mechanism for overall evaluation of the institution and its undertakings cannot be identified. Practitioners, although energetic and even enthusiastic, nonetheless suffer from lack of guidance. Development process, when viewed as organized and progressive administrative actions to a desired end, may, therefore, be classed as in an early formative stage.

*Considerations Related to the Tentative Guidelines*

Heretofore, Industrial Center Community College has not considered Planning and Development as a function warranting particular emphasis. The constituent subfunctions, all present in one form or another, have apparently evolved in reaction to special problems. As conditions have altered and as personnel have changed, responsibilities have been transferred about to meet the exigencies of the moment. The source and availability of funds for the college seem to have had a conditioning effect on both organization and method for institutional development.

Research to serve as the basis for planning, as well as in-depth examination of needs, has either not been conducted or is inadequate. Preparations for the future, therefore, consist of short-term and separately fashioned projects and listings of proposed construction and renovation. Priorities and benefits of these undertakings in comparison with other options apparently have not been explored in any comprehensive way. An exception is the external study of space requirements for the coming decade; but, this investigation was limited to space needs alone. Thus the college has seemed content to accept a passive role with respect to growth even though it recognizes the possibility of having to curtail enrollments at some time in the future if inadequacies occur in plant or personnel.

*The Environment*

Opportunities for expanded service have not been explored to any great extent, perhaps because funding has been marginal for existing campus programs and possibly because of disenchantment with off-campus courses. Neither has the institution taken a lead in promoting regional planning for post-high school education. Nevertheless, and despite the presence of four-year colleges, a population of nearly a million with a large blue-collar element surely must have many unfilled educational needs which could be met in conjunction with the other public two-year college and the several area vocational-technical schools.

Legislative action would be required, it is true, to establish new campuses or to amend the responsibilities of existing institutions. Strong support by the State Board of Education and by regional influentials and government would also be necessary. But it would seem that the college could play a primary role in giving impetus to regional planning and in providing the justification and rationale for expanded educational opportunities. First, however, the institution must itself adopt a dynamic attitude toward off-campus services, recruitment, and to meeting all kinds of post-adolescent needs.

As state funding has become more undependable, the college has, in fact, turned to the environment for added material support. A bond issue has been floated for a student center, a Foundation for

the benefit of the institution has been formed, and a fund raising drive has been initiated. Federal monies are being aggressively sought not only for construction but also for academic endeavors and student aid. Programs for mobilizing moral support for operations and expansion do not, however, seem to have received the same amount of attention even though they are fundamental to success in obtaining material aid. And none of the activities have been keyed to a comprehensive plan which outlines specific objectives, priorities, and preferred approaches.

*Purposes, Goals, and Objectives*

Purposes, derived from the philosophy of the college, can be regarded as fairly conventional in their educational aspects. They do depart from the norm of the comprehensive community college in three ways. First, the institution commits itself to nurturing and sponsoring the higher ideals and qualities of leadership and initiative. Second, a major reason for existence is said to be the training of skilled personnel for local business and industry as facilities and resources permit. Third, the school is to make its facilities available for the enrichment of the community. From the first of these it would be expected that particular stress would be placed on social studies and student government and organizations. The latter two purposes are qualified, in the one instance by being dependent upon resources and in the other by being couched in passive terms. Generally, these degrees of emphasis seem to be reflected in institutional programs and goals.

Institutional goals follow directly from the purposes. Opportunities for two years of university-parallel work, two years of career education, personal life-enrichment, enhancement of community culture, and improved citizenship are considered the principal aims of the college. It is noted that remedial programs are subsumed under these goals and that, building upon the vocational schools of the region, the college concerns itself with technical career education rather than with lower level skill training. However, possibly because of funding limitations, enthusiasm for life-enrichment and cultural broadening for adults does not appear as sincere as for the other goals.

Concrete objectives leading to the achievement of these goals have not been expressed in precise form. In particular, developmental objectives contributing to goal accomplishment have not been prepared. A Development Board to assist in defining needs for fund raising is being discussed; but, meanwhile, physical plant planning centers in the Business Office and is unclear in its relation to instructional programs. In other words, objectives are yet to be employed as planning tools.

Institutional research, as contrasted to the collection of internal statistics, seems to have had a minimal role so far in the affairs of the college. For instance, enrollment projections which assume a flat 10 percent increase each year may be misleading. Too, certain trends in composition of the student body are suspected



but are largely unverified. And occupational needs of the region in relation to possible capabilities of the institution are basic factors in considering the future.

Systematic long-range guidance for Industrial Center Community College would seem warranted by its situation. Regional planning for higher education could provide a firm foundation for a refinement of the college's potential contributions. Resulting goals, defined in specific terms, could generate objectives for institutional development as well as for academic programs. At the moment, however, officials apparently are preoccupied with immediate financial urgencies and the search for currently available funds.

#### *The Planning Process*

In planning, each office concentrates on its own assigned and assumed responsibilities. Views are generally short-range and proposals follow established channels. The Administrative Council, both an advisory and policy body, stands at the apex of institutional planning and decision making. The State Board serves as a facilitating agency and as the ultimate legal authority for allocating appropriated funds and for supervising the community college system. Institutional autonomy is considerable, nevertheless, there being no local board and the college being relatively free to solicit resources and to adjust state funding to contingencies.

Planning at the campus level, however, has been fragmented among the several institutional components. Public relations and

fund raising, combined in the same office, are indeed mutually supporting but are both aided and hindered by the long and close association of the incumbent official with commercial communications media. The Business Office, charged among other things with current operations and planning for physical plant, has produced a plan for construction and renovation which inclines toward separate buildings for major fields of instruction. Alumni matters and student aid, organizationally assigned to the Office of Student Services, are largely independent activities informally coordinated with other elements of the college. Although government relations are now dispersed throughout the administration, centralization has been tried and by all accounts was reasonably successful.

*Implementation of Action Programs in Planning and Development*

The decentralization of Planning and Development responsibilities has meant in the main that programs have been individually and informally prepared and implemented. The absence of specific developmental goals and objectives has provided much flexibility on the one hand but on the other has denied a central focus for the many interdependent activities. The lack of guiding themes and aims thus requires increased coordination and interaction among principals, with results depending greatly upon the individuals themselves. There is some indication that in this college relations may not always be of the best, which brings into question the effectiveness of cooperation and of shared endeavors.

Nevertheless, there have been a number of successful action programs. Land has been acquired and half the principal of this loan has been retired through student fees. Two buildings are under construction, one financed through a bond issue and the other through a combination of federal and state funds. Modest federal support has been secured for several instructional projects and an appreciable amount obtained for student aid. An institutional Foundation has been established and donations are being solicited. Several projects are underway to seek more federal and state monies in all of these fields. Development, therefore, is proceeding; tangible benefits have, in fact, been gained and are considered valuable attainments by the administration.

#### *Evaluating Planning and Development Activities*

The record shows visible accomplishments and known shortcomings. There has, however, been no systematic evaluation of the Planning and Development effort, or of its achievements as compared with possibilities. Organization apparently has not been deeply analyzed, nor have cost-benefit studies been conducted. Alternative ways to meet short-term needs are known to have been discussed within the administration but seemingly have not been investigated very thoroughly. Ongoing projects have not been periodically appraised, and completed projects have not been subjected to rigorous examination with a view toward improvement.

Informal and ad hoc assessments have, of course, been made by practitioners and supervisors and, on occasion, have resulted in the transfer of responsibilities to other individuals and departments. But means of measuring performance and accomplishment remain to be found and adopted for Planning and Development.

### *Summation*

Industrial Center Community College has not regarded Planning and Development as an integrated administrative function of importance. While the several subfunctions are acknowledged to be necessary, it has been felt that they could be carried out adequately as an added duty of the part-time Director of Public Relations and by the three major subdivisions of the college—Instruction, Business, and Student Services. Indeed, one recent look at organization by a principal staff member supported retention of the existing three-element arrangement. Yet the concern of the new President toward organizational efficiency does indicate an interest either in improvement or in revalidating the present distribution of responsibilities.

It would appear that the institution has the potential for considerable expansion of its educational programs and, consequently, of its facilities. Regional population is large compared with enrollment and the area is heavily industrialized, both factors offering great opportunities for increased educational service.

Enthusiasm for expansion, however, must be tempered by the history of uncertain state appropriations and the absence of guidance from regional and state master planning for higher education.

Much latitude is allowed the institution in influencing its future posture. It is free to seek the resources it needs from all possible sources and so is not completely dependent upon state generosity. The full scope of planning thus is within its purview and is limited only by the degree to which the college is willing to devote effort to the function. Apparently the present aggregate of activities is considered to be sufficiently productive.

The impression of institutional goals and direction projected by the institution, nonetheless, is one of indefiniteness and of ad hoc enterprises. The future seems to be viewed more in terms of campus buildings than of educational services, and of short-range unilateral projects than of guiding themes and planned endeavors. In this instance, the advantages of centralized Planning and Development accompanied by effective processes would seem to outweigh the disadvantages of renewed organizational turmoil and modestly increased staffing.

## CHAPTER VI

### PLANNING AND DEVELOPMENT AT METROPOLITAN COMMUNITY COLLEGE

Metropolitan Community College is a multicampus institution located in a single, heavily populated, and wealthy county over 800 square miles in size. This county is a transportation hub, especially for rail and highway traffic, and is conveniently situated to modern and expanding air facilities. The region is served by numerous television and radio stations, several mass circulation newspapers and more than a dozen weeklies.

The core city and its suburbs have nearly three-fourths of a million people and is a cultural and economic center for a much larger geographic area which has had great economic and population growth. Employment rates have been relatively high although some skilled and professional groups have recently experienced a rise in joblessness due to cutbacks and product change in several major industries. The county is educationally oriented, with 30 high schools, several four-year colleges with religious affiliations, an eminent private university, and a branch of the state university. In addition, there are 19 other colleges and universities within a 50-mile radius.

The community college consists of a central administration and two outlying campuses, with another in an advanced stage of planning. From the opening of the first campus in the fall of 1966

enrollments have greatly exceeded estimates, there now being over 12,000 credit students although slightly less than 6,000 had been projected for this point in the college's development. Annual operating income is in excess of ten million dollars with the state and district each providing well over a third and the remainder coming from student fees (about 12%), auxiliary enterprises (some 8%), and miscellaneous sources (5%). Direct federal funds amounted to only 2 percent of operating income for 1970-71.

#### *Nature of the Environment*

The state system, in which one state agency oversees institutions of higher education and another is concerned with occupational programs, allows unusual autonomy to the community college. Indeed, the principal state functions appear to be program coordination, assistance with federal projects, and the provision of an FTE payment which currently furnishes \$625 per year for transfer students and 50 cents a contact hour for occupational courses. The institution is governed by a local board and the community provides all capital funds to include property, plant, and equipment.

Institutional relations with the locality therefore become a paramount consideration and are reflected in a network of formal and informal contacts. Administrators participate widely in service club and community affairs as does the leadership of the respective campuses. Image building is a prime undertaking of all officials and comprises a major part of the duties of the Community Relations

office, not only day-to-day but also to support important enterprises. The effectiveness of these efforts was demonstrated recently by a bond vote for the college which passed by a seven-to-five margin at a time when similar attempts throughout the country were being defeated more often than not.

Priority has gone to influencing selected segments and individuals in the environment, particularly political figures, civic organizations, the education collectivity, and students, friends, and alumni of the institution, rather than the general population. The public, however, is reached through the ongoing information program of news releases, publicity, and special features for the media. Moreover, much attention is devoted to the community power structure. Good relations are further promoted through an array of occupational advisory committees, articulation arrangements with district high schools, and campus open houses and cultural events.

In brief, this college and its components are acutely conscious of the environment and are responsive to it. Institutional reputation is reportedly high among all strata of the population and has been a principle factor in the school's gaining acceptance by the community as a legitimate institution with a positive role in higher education.

#### *Economic Factors*

The sponsoring county is part of a rapidly expanding megalopolis. The regional economy thus focuses on the core city



which, generously supplied with nine railroads, nearly 40 long distance trucking concerns, and half a dozen airlines, is a trade and distribution center for several states noted for their agriculture, manufacturing, and extractive resources. According to the city's Chamber of Commerce, trade in particular has "literally exploded" in the past decade, wholesale transactions having increased almost 50 percent and retail sales having gone up some 67 percent.

In 1970, often considered a sluggish business year for the nation, manufacturing and commercial construction was higher than in 1969, as were all the standard economic indicators except new housing starts. Effective buying income per household was estimated at more than \$10,000 for that year and per capita income for 1971 is believed to have been over \$3,000. Employment, consistently above the national average, grew 40 percent between 1960 and 1970 with the largest quantitative gains being in the manufacture of durable goods and in trade, professional services, and government. Although specialty research and manufacturing concerns have lately been affected adversely by shifting markets and have released a number of highly paid and skilled engineering and professional employees, dislocation of the total economy has been minor and discharged personnel have been largely absorbed in other regional enterprises.

In short, the area has experienced a booming economy and is regarded as having plenty of "ready cash and the desire to spend it," as the Chamber of Commerce puts it. The current economic atmosphere thus is optimistic and vigorous.

### *Population Factors*

A 30 percent rise in county population between 1960 and 1970 has accompanied economic growth. Furthermore, a mild climate and continuing prosperity are expected to encourage an advance from the present 720 thousand persons to perhaps a million by 1980 and 1.4 million by 1990. Since over half the population is now concentrated within the corporate limits of the core city, or in less than one-fifth of the county area, there is adequate physical space for the anticipated people. In fact, the third campus of the community college is programmed for the sector best adapted for much of the forecasted increase.

Much of the rise in population has been in younger age groups with a resultant demand for educational services, a trend likely to continue. At present there are some 180 thousand students in the 160 elementary schools, 41 middle and junior high schools, and the 30 senior high schools in the county, the latter graduating almost 15,000 yearly. Educational expectations of the population are high, almost 1 of 5 residents now being enrolled in an institution of higher education and some three-fourths of area high school graduates proceeding immediately to a college or university. These inclinations toward higher education may boost credit students at the community college from the current 12,000 (plus 6,000 noncredit) to as many as 19,000 in 1975 and 21,000 in 1980. Gains of this order doubtless will be stimulated by the steady climb of tuition and other charges in the public and private four-year colleges and universities of the region.

*Implications for the Community College*

Several implications for the community college emerge from this sketch of the environment and its trends. First, a continuation of its almost explosive growth seems assured, at least for the 1970s. The confidently predicted economic expansion of the area, together with the young population pattern, the probable in-migration of more youthful families, and the climate of educational expectation and community acceptability would appear to insure a sizable upward surge in enrollment.

With higher enrollments will come the need for more facilities, programs, and services. Enlargement of facilities has been anticipated, not only by means of a third campus for which land has already been procured, but also by additions to existing plants. Study of off-campus centers, which have not previously been emphasized, is underway as is an expansion of continuing education programs. Further, minority participation, which is well below proportions in the general population, invites significant increase.

An important second implication is that the atmosphere for funding coming growth seems favorable into the indefinite future. Tax rates are relatively low and so can shoulder more of a burden, although there have been some small signs of taxpayer resistance to greater expenditures. Nevertheless, higher education is popular, the financial and power structures are supportive, and the economy gives every indication of continued prosperity.

Thirdly, with a reasonable assurance of long-term growth, fairly certain financial backing, and freedom to act, the institution has the opportunity to make of itself what it wishes. A premium is thereby placed on administrative competence and foresight.

Lastly, there is an implication that the institutional image and the quality of its services must be maintained if it is to continue to enjoy a liberal degree of community support. Administrators seem thoroughly aware of this necessity, as shown by their actions and studies to expand and improve programs, to increase educational opportunities, and to constantly enhance local and national relationships and institutional status.

### *Institutional Purposes and Goals*

The board, administration, and faculty of Metropolitan Community College have accepted the postulates that post-secondary education is essential for most American citizens, that much of this education should be provided by public institutions, and that there is dignity in all honorable work. They have agreed, therefore, that the college should provide a wide range of quality educational programs.

In light of these principles it was decided early in preparations for founding the college that it should:

1. Be a strong educational institution, striving for excellence in every course of every department, and to be noted for the service it renders its constituents.

2. Be a place where creative teaching is the primary goal of the faculty, and where the search for truth and the "research attitude" permeate instruction.
3. Be a college where students are taught facts, skills, and concepts, but more important, where every effort is made to instill in them the desire for learning throughout life.
4. Be an institution committed to moral integrity and democratic ideals.
5. Provide curricula to help persons attain higher objectives of economic efficiency, with emphasis on both liberal arts and performing arts.
6. Provide experiences leading to civic responsibility, development of better human relations and maximum realization of human capacity.
7. Offer study and activities which reflect the needs of the community in such a way that they will become interwoven with the life of the community.
8. Provide a broad spectrum of courses and other learning experiences adapted to the aptitudes, interests, and needs of students.

These goals were announced in one of the initial documents of the institution and have continued to appear in formal publications of the college since that time.

#### *Developmental Objectives*

Developmental planning has been concerned almost entirely with expansion of the physical plant. From the very beginning each operating campus was designed for growth in three stages, the second of which was funded only recently. A third campus, now being designed, will probably evolve in the same fashion. Each instructional complex, while containing a similar academic core, is adapted to the educational

needs of its location for student convenience and to avoid duplication of specialized courses.

Only comparatively recently has the institution begun to view the development function in a wider context. A five-year plan has been prepared in the past year, to include estimated costs, but is focused quite largely on second and third-phase expansion of existing campuses and on first-phase planning and construction of the new facility. Developmental objectives directly keyed to institutional goals have not been specified as such, although the plan does relate physical development to new and improved instructional programs and to expected enrollments. In short, the momentum of original planning has carried forward to the present and the framework of that planning still provides the basis for viewing the near-term future.

The demands of physical plant planning have however generated certain subsidiary aims which have been identified and pursued by responsible staff members. Second-phase expansion and third-campus planning, for instance, required local funding and an associated bond issue. Leadership was supplied by the Administration office in defining the requirement, determining costs, preparing and implementing the campaign for voter acceptance, and in carrying out the technical aspects of the bond sale. In essence, then, a major developmental objective was articulated, a program was devised, and actions were taken for its successful accomplishment.

As another example, a study is underway of off-campus programs which may lead to greater institutional effort in this field and to appropriate administrative reorganization. Objectives in this endeavor could easily be related to the purposes and goals of the college although they apparently have not yet been expressed in this way.

Developmental objectives thus do seem to be used in one form or another, but compartmentalized by area of responsibility and verbalized in varying degrees. They have not, however, been consolidated or differentiated by priority or related in formal fashion to the achievement of particular institutional goals.

#### *Structure for Planning and Development*

At the outset of preparing for college operations it was decided that administrative, planning, and financial matters would be centralized in a staff physically separated from any campus so that each instructional complex could concentrate on educational matters. This concept was followed in practice and institutional leadership remains convinced that it was a wise decision.

The community college, organized as indicated by Figure 9, has five officials reporting directly to the President: the Vice Presidents for Administration and for Research and Development, the Deans of the two existing campuses, and the Director of Community Relations. In conformance with the original idea, the central staff is responsible for such campus activities as plant operation,

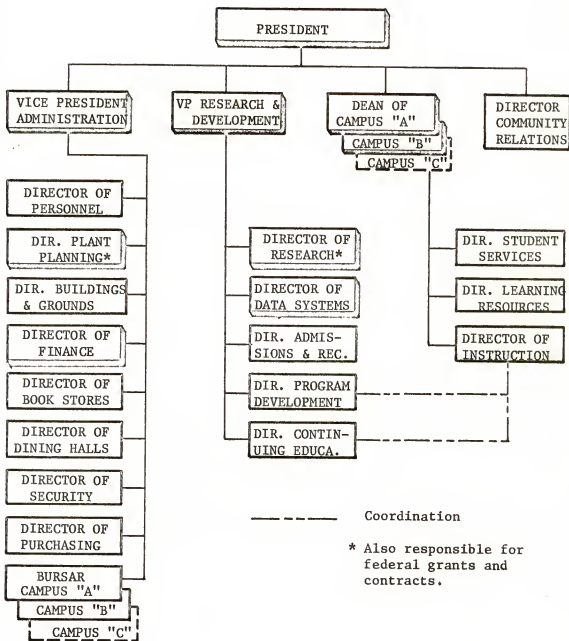


Figure 9. Current Administrative Organization of Metropolitan Community College, Emphasizing Offices with Responsibilities Related to Planning and Development



food service, auxiliary enterprises, fee collection, and associated business affairs. This arrangement, the college believes, is conducive to greater efficiency.

The local board, selected by the voters, is the final authority for district policies, budget, faculty and staff appointments, and for all other matters of district development and operation. Acting within the authority granted to it by the electorate and by state law, it is empowered to levy taxes for the construction of physical facilities and for operations. The President is the chief administrative officer of the district with responsibility for development of the educational program, selection of a staff, fiscal matters, planning for orderly growth, good public relations, and for keeping the board advised on institutional affairs and recommending actions to the board for its consideration.

The Vice President for Administration is in general charge of all administrative, financial, and physical plant matters of the college. Among other duties, he coordinates the planning of the physical plant and its construction with architects and engineers and arranges for federal assistance in providing these facilities. He also prepares the budget and supervises accounting and financial reporting.

The Director of Finance, who reports to the Vice President for Administration, is responsible for accounting, internal auditing, payroll, financial reports, claims on state and federal agencies, and

for maintaining cost data on all operations of the college district. The Director of Physical Plant Planning, also under the Vice President for Administration, plans all facilities in coordination with faculty, administration, and architects, performs space utilization studies, and prepares applications for building grants from federal and state sources.

The title of Vice President for Research and Development appears somewhat of a misnomer since his duties cover computer center scheduling and operations, institutional research, continuing education, and admissions and records. He is responsible as well for "program development," which involves the origination, administration, and coordination of vocational-technical programs, and for contacts and reporting on these programs to appropriate state and federal agencies. The job description also includes "facility planning," although until now this activity has been almost entirely under the Vice President for Administration, and for relations "with local schools and organizations to help make . . . offerings known to the public."

Research is one of the principal undertakings of this staff element. The Director conducts research studies such as follow-up of graduates, evaluation of institutional programs, enrollment projections, and student characteristics. He disseminates information on his own and outside research, prepares reports "required by Federal, State, and private agencies, professional

associations and individuals," and forwards institutional research to the ERIC system. The Director also aids faculty and campus Directors of Student Services with their research, and he "assists and coordinates the development of research proposals related to instructional programs, and submits these to appropriate Federal, State and private agencies."

Continuing Education is another office under the Vice President for Research and Development. Cooperating with local organizations and working with campus faculties and administrations, the Director develops and implements "a broad spectrum of community-oriented activities intended to provide information, develop skills, mold attitudes and identify and solve personal or community problems." He recruits the necessary instructional personnel and promotes continuing education programs.

The Director of Program Development, who reports to the Vice President for Research and Development, is responsible jointly with campus administrations for developing new vocational-technical programs and for revising existing ones to meet regional needs and situations. Further, he presents proposed curricula to local advisory committees, assists in determining physical space and equipment, coordinates with the state agency about these programs, and prepares all associated reports.

In addition to scheduling, supervising, and directing all academic affairs, the Dean of each campus recommends to the President

any advisable changes in policies and procedures, and "plans for campus program expansion, development and organization in all areas." He serves as the chief liaison officer between the central administration and his campus and coordinates with the two Vice Presidents the on-campus activities under their jurisdiction. He also coordinates with the central administration on community relations and public service activities.

The Director of Community Relations, operating directly under the President, is in charge of press relations for the college, writing and issuing news releases and publicity material. He either prepares or gives final approval on all official publications of the institution, to include a weekly internal newsletter and a periodical with wide circulation inside and outside the college. Other responsibilities include the coordination of tours and visits to campuses by public groups and operating a speakers bureau.

Activities associated with Planning and Development, as the function is defined in this study, are thus being conducted throughout the organizational structure of Metropolitan Community College. Relations with the public are generally centralized at the top level of administration although campus Deans have an acknowledged role and officials are encouraged to broaden their formal and informal contacts throughout the college district. The importance of influentials is recognized and their interest and participation in institutional affairs are actively solicited.

Government relations are diffused throughout the college, the office of the Vice President for Administration being responsible for those aspects dealing with physical plant and the office of the Vice President for Research and Development pursuing those pertaining to instructional programs and research. Alumni relations do not have a supervising official although campus contacts and opportunities are kept open through notices of course offerings, invitations to special events, and the continuing availability of placement services. They are kept advised of campus happenings through public relations mailings and their support is sought for special projects such as bond issues. Fund raising is not undertaken by the college, although gifts and donations are generally accepted and are administered by the Vice President for Administration.

#### *The Planning and Development Process*

While the governing board is the legal entity responsible for the college, the President is charged by it with total operation of the institution and with recommendations for actions requiring its decision. The President is assisted in his duties by a Council consisting of the two Vice Presidents, the campus Deans, and the Director of Community Relations, and which acts as an advisory, coordinating, and policy-making body. A faculty Senate is in operation and committees, faculty and administrative, are formed by top officials as needed. The President meets periodically with

campus constituencies and discusses problems and ideas with these and other groups as felt desirable or upon request. Otherwise, institutional operations seem to follow the normal line-staff pattern of governance.

The almost complete autonomy allowed the college permits wide-ranging initiative by administrators, restricted only by local policies and procedures. Staff have been selected for this characteristic, as well as for competence and a cooperative attitude, and are given much latitude in their activities. Since tasks often overlap and are sometimes deliberately assigned to the person judged best able to perform regardless of location within the formal structure, the potential for conflict exists. But, according to institutional leadership, the qualities of the people involved are such that problems are resolved amicably and effectively. Leadership emphasizes that processes work well at this college because of the caliber of the people and not necessarily because of organizational arrangements.

Planning and Development has not been regarded as a consolidated function at Metropolitan Community College. As previously noted, subfunctions are distributed throughout the administrative staff and some, namely alumni relations and fund raising, are not actively pursued. Process in this field, therefore, is indistinguishable from routine procedures and decision making. There are, however, identifiable mechanisms that have contributed to preparing for the future.

The most important of these devices by far seems to have been the original campus development plan which has served as the integrating framework for numerous staff actions. The Vice-President for Administration, with guidance from the President and board, has had full responsibility in this area and has called on other institutional elements for support in planning and implementation. Central supervision has remained in his office and his personal leadership has been freely applied. This planning seems to have been the predominant one within the college up to this point.

The expansion or modification of educational programs rests with various offices, as does their promotional stimulation. Deans of the campuses are primarily responsible for the more purely academic aspects while the Directors of Continuing Education and Program Development, working with campus officials, are respectively charged with adult and community oriented projects and for vocational-technical programs. Coordination is the keystone of their activities and forward planning within their fields is a necessity.

The Director of Community Relations assists both in promoting programs and in enhancing receptivity to coming events. Applications for possible government funding are prepared by the institutional element seeking support, with assistance upon request from the central administration.

Annual budget preparation is another recognized instrument for integrated planning at this institution, especially that of a short-term nature. This mechanism begins with justifications by the

campus departments and submissions are successively reviewed and amended as they rise through the administrative chain. Approvals are required at each organizational level.

A more sophisticated approach to developmental planning is under consideration by one of the Vice Presidents, who is of the opinion that a community college is not in a realistic position to begin systematic planning until some four to five years after opening. Previously, in his view, institutional planning has been accomplished mainly by raising the questions of "what, why, when, who, and how" with other staff members and at Council meetings. This official contemplates that the device of a master calendar, projected for several years and which would schedule dates for idea and project inputs together with analysis and decision making, could provide a better basis for integrated planning. Specific statements for present and desired operations, prepared at the lowest possible level and accompanied by complete description, justification, and costing—to include overhead and ancillary expenses—would be submitted and would accumulate approvals and impact estimates at each upward step in the organization. This calendar would also serve to plan evaluations about every three years or as appropriate for projects of shorter duration.

In the absence of a consolidated planning document, formal priorities are not established nor are action programs presently organized, reviewed, or evaluated by a central group except as they are



scrutinized by supervisors and as they come up for discussion at the President's Council. There are indications too that interchange of information between staff elements is handicapped by compartmentalization since some officials profess to know less about what is occurring or what is planned than they feel is desirable. Yet what appears to be secretiveness may be only a lack of an adequate arrangement for communicating.

*Considerations Related to the Tentative Guidelines*

Heretofore Metropolitan Community College has not approached Planning and Development as an integrated function, perhaps because institutional progress has been quite satisfactory under existing methods. Facilities and programs generally have been ready when needed, persons involved in administration have been highly competent, and the environmental situation has been favorable. Further, institutional attention has been focused on physical plant planning which from the start has emphasized orderliness and phasing in college expansion. And there has been no critical pressure on resources which might make advisable a more closely knit approach to preparing for the future.

Still, there seems to be an emerging sense that more systematic procedures, if not organizational changes, might be beneficial to planning and that increased efficiency would accrue from a more coherent and stylized methodology. At the same time a few

administrators apparently feel that activities may have already become too routinized, that the system itself may be generating a growing amount of staff work. These thoughts appear to be directed at planning and operations in general and not at developmental planning per se.

### *Environment*

The college enjoys relative freedom from external constraints and so is at liberty to identify and exploit opportunities in the environment. State funding has been dependable and with mounting enrollments student charges have produced significant income. Vicissitudes of federal financing have had minor impact since such programs are not counted upon for revenue. Scholarship aid, coming partly from individual and civic contributions and partly from an increment of student fees, has been quite adequate in the opinion of institutional officials. Thus, since capital improvement and appreciable operating funds are district financed, with some federal support of construction, the developmental focus of the institution has been mainly local.

Despite its comparatively affluent status, the college keeps fully attuned to its environment and to influential persons, groups, and agencies. It employs a variety of means to assure favorable attention to its needs, utilizing informal as well as formal contacts and devices. The public relations effort therefore is extensive, as witnessed by the circulation of over 11,000 copies of each issue of a promotional magazine.

Research into the environment is a foundation for decision making. Early planning examined in detail the potential student body, projected to 1980, and included a survey of high school student intentions and expectations. There are yearly follow-ups of graduates and annual analyses of student characteristics and course enrollments. Special studies are made as the need arises, such as a recent one on the economic impact of the college on its district.

It can be said, then, that the institution takes a vigorous and positive outlook on its environment. Aware that its success lies with community reaction in the form of material and moral support, the college takes great pains to cultivate an outstanding educational image, to publicize its opportunities and accomplishments, and to involve influential groups, as well as the general public, in its affairs. Even though the region is a wealthy one, the absence of financial pressure on the institution attests to the fact that it has justified its existence to the district in terms of value received.

#### *Purposes, Goals, and Objectives*

This college has been straightforward in its statement of purpose. Convinced that most citizens need opportunities for higher education, that this education should be publicly provided, and that all kinds of work are equally worthy, the institution has committed itself to a wide range of high quality educational

programs to meet the needs of its service area. This is the reason for its existence.

Goals are clear, being phrased to indicate what Metropolitan Community College expects to be and what it intends to provide its students and the community. Departing from the conventional listing of broad educational fields such as university transfer and occupational and adult education, these goals deal with transcendent aims. Creative teaching for the faculty, human development and a lifetime desire for learning by students, individual effectiveness in the world of work, and community service are all apt illustrations. Statements lend themselves to generating operational objectives (as defined in this study) and thus can be considered a starting point for specific action programs and subsequent evaluation. Furthermore, these goals are consistent and lasting, having been enunciated in the early planning of the institution and still being used in official publications. Of particular import is the intention to weave study and activities into the life of the community, thus integrating the college with its environment.

Developmental objectives have not, however, been codified in like manner and so remain somewhat amorphous. There is no doubt, of course, that physical plant expansion is the nexus of forward planning and that care has been taken to build flexibility into construction design and scheduling. Otherwise the present student load, which on both campuses exceeds the desirable limit of 5,000 originally specified, could not be accommodated. And there is

little doubt that officers involved in Planning and Development have objectives of sorts, although seldom set down in writing.

Developmental projects do receive a degree of guidance. The President's Council seems to be a suitable body for policy making, responsibilities have been allocated, and appropriate authority has been delegated to operating officials. What does seem lacking is an integrating device that will give a common focus to individual efforts and bring them together in concerted action. Yet it is difficult to fault present arrangements since they have worked so eminently well under the circumstances in which the college has evolved. The present question seems to be one of whether current practices can and should be improved.

### *The Planning Process*

Planning is endorsed by all major elements of this institution, but in connection with their own assigned responsibilities. The Vice President for Administration, in company with his Director of Plant Planning and with direct guidance from the President, thus tends to concentrate on preparing campus construction and expansion. The Vice President for Research and Development, as another example, engages himself with continuing and with vocational-technical education and facilities. At present, budget preparation and financial programming appear to be the more significant coordinating mechanisms in looking to the future.

Several developmental subfunctions are either not carried on or are decentralized to whatever offices may have an interest

in them. Fund raising, for instance, is confined to tax sources by deliberate institutional decision. Government and alumni relations are pursued by whatever office or element may have a concern in these areas, although the former is partially coordinated by the Research office and the latter by Community Relations.

There is then no distinct administrative process for activities in the field of Planning and Development. Constituent functions are viewed as a portion of assigned responsibilities and are carried out through normal procedures. Reporting and formal and informal communication between staff elements follow the same practices as for other undertakings of the particular office. Except for special enterprises of exceptional importance, committees are used sparingly in planning, especially those of an institution-wide nature.

#### *Implementation of Action Projects in Planning and Development*

As in planning, action programs are prepared and implemented by the element responsible for an area of activity. When necessary, coordination is accomplished by the President's Council and informally by staff contacts. Assistance in execution may be requested of other staff members or offices, as occurred in the recent bond campaign. Ongoing projects, therefore, are supervised through the established administrative chain.

Development being regarded as a customary part of day-to-day affairs, image building and the cultivation of influentials are

continuously underway. Since institution-wide and formally expressed themes and guidelines are not in use, practitioners have great latitude in devising programs and in carrying them out. Environmental constraints being few and staff initiative being encouraged, chief staff members are relatively free to innovate and to adjust programs to changing situations. Meetings, conferences, and informal discussions serve as principal means for initiating programs and for modifying those already in progress. The adequacy of funds and skilled staff seems to be a significant factor in the smooth operations and successful results achieved by this college in implementing developmental actions.

#### *Evaluating Planning and Development Activities*

Evaluation of Planning and Development activities has not been institutionalized. The Research office is charged with evaluating college programs but apparently does so only when one is designated. This responsibility does not seem to have been given priority.

Evaluation appears to occur largely within the respective staff elements and then to the extent necessary to obtain answers to specific questions. The highly structured nature of the organization and the extensive delegation of authority tend to keep analysis localized and to discourage cross-boundary assessments. This situation, coupled with the dispersion of Planning and Development activities, means there is no systematic evaluation of its endeavors as such. It is recognized, however, that projects and methods do

receive sporadic and informal examination by practitioners and their supervisors, particularly those of interest to the President's Council and the governing board. The fact remains, however, that the Planning and Development function does not undergo comprehensive and objective study for its improvement.

#### *Summation*

The approach to Planning and Development at Metropolitan Community College appears to reflect the special set of circumstances affecting institutional operations. As part of a state system which provides coordinating services and appreciable program support but which imposes almost no constraints, the college has wide freedom of action. Favored with a community capable and willing of generous financial support, it has been supplied with an excellent and sizable staff, with modern facilities, and with material means for orderly expansion. Situated in a geographic region of great growth potential its position as an educational institution is healthy and its future appears quite bright.

The college is still following an early decision to divorce administration from instructional programs on campus. Therefore a central staff, responsible for finance, plant operations, and auxiliary services, and for organizing and coordinating continuing education and occupational programs, is physically separated from the campus complexes. This arrangement seems to have worked well,



perhaps as much because of the intense desire of officials that it do so as because of the method or organization.

Planning and Development has not been regarded as necessary in the form of a discrete and integrated staff function. Most of the constituent activities are, however, being conducted in some degree. Physical Plant Planning and Research are established staff elements, but under different Vice Presidents. The important role of public relations is reflected in a directorship at the same level as the Vice Presidents and with a voice in the President's Council. Government relations and alumni affairs are dispersed throughout the institution and appear to be viewed more as opportunities for periodic exploitation than as fields warranting undivided staff attention. Fund raising is intentionally de-emphasized in light of adequate support from other sources. As far as can be determined there has been no demonstrated need to combine the several sets of activity under a single staff supervisor.

As a consequence, Planning and Development programs have been pursued within the boundaries of assigned responsibilities, utilizing procedures and mechanisms customary to the particular staff office. Programs have evolved as part of ongoing operations of the respective staff elements and have been carried on in a similar manner. Whatever evaluation there has been has followed the same pattern.

In summary, then, Planning and Development is going forward at Metropolitan Community College, although in an unsystematized

fashion, and has been successful. There is, however, an indication that some staff principals are beginning to search for a more effective approach to planning for the future, although as yet the concepts do not include bringing Planning and Development subfunctions together organizationally or through integrating processes.

## CHAPTER VII

### ANALYSIS OF GUIDELINES FOR ORGANIZING THE PLANNING AND DEVELOPMENT FUNCTION

The literature shows little systematic attention to the Planning and Development function in community junior colleges. Interactions between these institutions and their environments are judged as weak. Clear-cut goals are regarded as essential but are alleged to be seldom expressed in specific terms. Long-range planning is viewed as being piecemeal and generally lacking. There is no consensus on appropriate organization either with respect to structure or processes. In other words, although publications increasingly emphasize careful preparation for the future, studies reveal that these urgings are not widely accepted. Even where the notion is seemingly adopted there is a wide divergence in opinion and practice as to the proper approach.

Tendencies similar to those described in the literature are found in the colleges selected for field investigation. Yet these institutions all seem to be uneasy about pressures for better accountability and about their own arrangements for forward planning. Disquiet in several of these schools is apparently related to their financial situation and to constraints placed upon them in seeking solutions. Initial efforts are underway in two of the colleges to use objectives as guides to progress; the two others rely on conventional line-staff methods to foresee needs and to provide resources.

In but one instance is Planning and Development considered a centralized enterprise, and even in this case it does not include public relations, alumni affairs, or fund raising. All institutions seem to give the business office dominance in activities for looking ahead and all tend to assign duties in the developmental area to persons felt to be best able to perform them regardless of formal statements of responsibilities.

If community junior colleges could enhance their effectiveness in managing their futures by institutionalizing Planning and Development, as the literature suggests, guidelines toward this end should be helpful. They could provide a point of departure for evaluating local needs and the gains that might accrue from adjustments to organization and methods. The tentative guidelines derived earlier in this study, modified by considerations drawn from the field investigation, can serve as a basis for deliberations of this kind.

#### *Environmental Guidelines*

The proposition that environmental factors condition the purposes and goals of an institution of higher education was upheld by the field study. Transitional Community College, situated in a growing county sympathetic to its aims, is faced with a likely redirection of its programs and thrusts due to economic shifts. Rural Community College, handicapped by space and funding and the nature of its population, has a distinct charge for educational and

cultural uplift of its region. A clearer determination of its role in relation to its area seems to be a pressing need for Industrial Center Community College. And expansion of facilities and service to the public, particularly to minorities, as well as maintenance of its solid educational position, would appear to be the next forward step for Metropolitan Community College. Origins of all of these reorientations lie in the environment as do the sources of material and moral support so essential for their accomplishment.

*Guideline 1a*—It was provisionally proposed that the community junior college should methodically and periodically analyze limitations in the environment so that they are identified and their implications explored. Authorities were felt to be on firm ground when they observe that environmental trends and their possible influences on institutional purposes and goals are foundations for institutional planning.<sup>1</sup> Both controllable and uncontrollable variables are involved, as Eberle has noted,<sup>2</sup> and they establish the framework within which the college must conceptualize its philosophy and profile for coming years. Their appraisal requires extensive research and realistic estimates.

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<sup>1</sup>Bolin, pp. 6-7; August W. Eberle and Stephen C. McCutcheon, "A Systems Model for Institutional Planning," *Educational Record* (Winter 1970), p. 69; Eurich, p. 19.

<sup>2</sup>Eberle and McCutcheon, p. 69.

Institutional research into environmental factors seems to have been sketchy in three of the four colleges examined, although all acknowledge the desirability of more data. While some background information was gathered by consultants in the formative stage of two of the three, almost none has been added since that time. One institution, Metropolitan Community College, does examine those segments of the population of most immediate concern and does investigate certain environmental implications. Even in this case, however, the effort lacks comprehensiveness although it is significant that the responsible office is being expanded. The fact remains that where research officials in the sample colleges have multiple duties their study of influencing factors in the environment receive low priority.

In view of professional opinion that extensive evaluation of the environment is necessary for a community junior college, the readily apparent effects of outside factors on these institutions, the obvious requirement that decisions be based on something more than guesswork, and indications by sample colleges that more information on external influences would be valuable, the first of the tentative guidelines is considered confirmed. It is therefore restated without change: *the community junior college should periodically identify and assess the limitations imposed by the environment.*

*Guideline 1b*—A correlate was propounded to the effect that favorable circumstances, as well as limitations, need identification

and analysis to permit the institution to expand its goals and to become better able to achieve them. Knowing the dimensions of these opportunities would place officials in a position to exploit those that offer the most promise. Efforts could then be made to alter attitudes, encourage receptivity, and generate increased support both material and moral.

Investigation of this idea at the four selected colleges disclosed that opportunities in the environment are, in fact, considered in thinking about ways to improve the status of the institutions. However, these ponderings are usually spontaneous, ill-defined, and are confined to possible activities of the president and perhaps a few other top officials.

Prestated results to be achieved with specific groups or individuals are seldom if ever expressed publicly, although there is reason to believe that tactics and implications are sometimes discussed with confidants. Any research and planning in this area seems to be regarded as especially delicate and best not advertised. Sensitivity does not, however obviate the desirability of searching out situations and personages likely to be helpful to the college; the underlying problem is one of discretion and good judgement. Difficulties should not be allowed to obscure the benefits of systematically locating potential sources of support and inquiring into their possible contributions to advancing the institution.

Practices in the sampled schools lead to the conclusion that the thrust of the recommended examination should be not on

enlarging goals of the college but on improving capability for attaining these goals, whatever they might be. Indeed, expanded goals might not always be in the best interest of the institution. Rural Community College, as a case in point, is already overcommitted in relation to its foreseeable resources and extension of its present sights seems unrealistic and perhaps unwise. Thus, while the proposed guideline is believed necessary and feasible, it should be reworded to read: *the community junior college should periodically identify and assess opportunities in its environment for improving its capability to attain its goals.*

#### *Guidance Guidelines*

The literature reveals a strong feeling that clear-cut goals and planning in support of their achievement are essential for institutions of higher education and should emerge from a college-wide team effort. Seemingly, the crucial importance of particularized goals is being recognized in colleges and universities and studies disclose that development officers profess themselves to be more and more involved in the fashioning of these goals.<sup>1</sup> These opinions and practices led to the proposition in Chapter II that explicit goals, collegially determined and approved by the governing board, should provide emphasis and direction for the development of community junior colleges.

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<sup>1</sup>Bacon and Pride, p. 10; Drewry, *passim*; Feltner, *passim*; Halvarson, pp. 44-5, 47.



The derivation and periodic refinement of goals was viewed earlier as a logical and necessary step in planning, one which receives input from environmental conditions and influences, institutional purposes, and from research into limitations, opportunities, and educational imperatives. The result, it was said, is a set of operational beacons with implications of relative urgency toward which efforts of the college can be directed. These goals thus become the source of objectives for the development function. It was further suggested that the determination and dissemination of goals and the developmental objectives for their attainment constitute a Guidance Process which generates a number of proposals for Planning and Development.

*Guideline 2a*—Expert opinion holds that institutional commitment, particularly by the president, is the key to successful planning.<sup>1</sup> And commitment includes the notion that planning must be systematic and continuous.<sup>2</sup> Demonstrated dedication to orderliness and to preparing for coming events is felt to be a powerful stimulus to internal morale and external influence in a time of emphasis on accountability and of challenges to institutional autonomy.

At the institutions selected for field study the top officials invariably support planning in principle. But there is

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<sup>1</sup>Bolin, p. 32; Casasco, p. 5; Eberle and McCutcheon, p. 69; Eurich, p. 19; Pray, p. 29.

<sup>2</sup>Eberle and McCutcheon, pp. 67-8.

little common ground in their conceptions of just what it is and how it should be undertaken. Too, planning often is forced to take second place to the press of daily affairs, especially where it is not centralized and where administrative staffing is minimal. Yet all institutions can point to particular instances of planning, usually for expansion of physical plant, and to enrollment and cost projections of varying depth and expertise. Leadership is indeed committed to the concept, but with differing ideas of organization, approach, constituent activities, and expected results.

Commitment can be judged in a way by the prestige given to Planning and Development. Transitional Community College, where consultants recommended a Vice President for the function, still regards it in the main as but one of the responsibilities of the Business office. At Rural Community College, where consultants suggested an Administrative Assistant for Planning and Development, no position has been established. Industrial Center Community College, with a part-time Director of Public Relations and Development, is only beginning to move toward committee planning of some aspects of development. In Metropolitan Community College, which has acknowledged the function with a Vice President for Research and Development, the component activities are nevertheless dispersed throughout the administrative structure. In general, the institutions sampled do not perceive a need for centralizing constituents under a single supervisor.

Despite variations in practice disclosed by the field investigation, the weight of opinion and of logic is heavily behind the idea that upper level dedication to planning is indispensable. Only through unreserved commitment will the necessary staffing be provided, enthusiasm generated and maintained, and cooperative and effective mechanisms be devised. Thus there is abundant support for the guideline that the community junior college should: *establish a sincere commitment by top officials of the college to institutional Planning and Development.*

*Guideline 2b*—Originating with observations in the literature,<sup>1</sup> this guideline proposed that precisely stated purposes of the college be the source of its operational goals. And these purposes, it has been asserted, are all too often so vague and platitudinous as to be of small value as a fountainhead for the more specific aims of the institution. Yet purposes, as a synopsis of what the college stands for and what it seeks to accomplish, are essential simply because there should be cogent reasons for the existence of a public institution. These purposes, agreed upon at the founding of the school, should serve as lasting lodestars for planning.

Semantic interpretations are a problem in examining the stated purposes of the selected community colleges. In some instances purposes are intermingled with broad philosophy; in others

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<sup>1</sup>Bolin, pp. 7-8; Brumbaugh, p. 14.

purposes and goals are synonymous. For sake of consistency in this study license has been taken in differentiating purposes and goals on the one hand, and goals from objectives on the other.

Even with this reservation in mind, it can be said that there is no similarity in language although there is a common theme among the colleges investigated with respect to their reasons for being. In one instance the purpose is succinctly given as offering an opportunity to all district citizens for the pursuit of knowledge and for self-enrichment. In another, the aim is a chance for each person to enhance and extend his skills and knowledge, but with undertones of social development and occupational employment. In a third case, obligations are acknowledged for a variety of educational programs, for citizenship training, and for community enrichment. The fourth college accepts the idea that public higher education is increasingly necessary and that any work is worthy, and so intends to provide a range of educational choices. The common theme then is one of comprehensive service to meet the post-secondary educational needs of the several areas. Looked at in this light purpose becomes reasonably explicit and justifiable, although the first purpose cited could be accused of considerable haziness.

The guideline therefore appears sound and acceptable as originally worded. The institution should: *use institutional purposes as the basis for determining goals for the college, and obtain clarification of these purposes where they are not sufficiently specific.*

*Guideline 2c*—There appears to be a consensus among writers on the subject that research has an important input role in planning and in preparing action programs.<sup>1</sup> Eberle and McCutcheon point out that both uncontrollable and controllable variables must be assessed in the preparatory phase of institutional planning, and as the basis for expressing institutional goals as "the preferred institutional profile in qualitative terms."<sup>2</sup> Specificity and a rough timetable for goal accomplishment have also been advised.<sup>3</sup> The desirability of using research in establishing goals that are meaningful and feasible seems plain.

Institutional goals in three colleges of the four in the field study consist of statements on the types of educational programs the schools will provide, e.g., two years of university parallel courses, occupational programs, adult and remedial education, counseling, and community services. Only Metropolitan Community College words its goals in terms of what it expects to be and what its offerings are expected to do. Priorities are not incorporated, nor are achievement dates indicated since the broad programs are to continue indefinitely.

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<sup>1</sup>Gordon Blackwell, p. 6; Bolin, p. 25; Eurich, p. 20; Heilman, p. 22; Sutterfield, p. 43.

<sup>2</sup>Eberle and McCutcheon, p. 69. These authors use the phraseology "institutional objectives" in their discussion.

<sup>3</sup>Bolin, p. 26, and Eberle and McCutcheon, p. 70, respectively.

In principle, research has a distinct contribution to make in helping to fashion institutional goals and in furnishing a foundation for programs for their attainment. But two problems arise in practice, a tendency toward confining goals to a listing of types of educational opportunities and services, and an apparent need to determine goals before institutional research can be organized. One solution, which incorporates the opinion that goals should be reasonably specific and should be founded on analysis, would be to utilize whatever research is available in arriving at an initial set of goals. Then within a short time after the college begins operations it should study and possibly recast its aims. Further reviews should be scheduled periodically to consider situational changes that have occurred or which are anticipated. The guideline would thus become one to: *utilize available research in formulating initial institutional goals, and then organize a research input for later review and analysis of these goals and as a basis for goal achievement.*

*Guideline 2d*—Drawn from opinions expressed by Bolin and Brumbaugh,<sup>1</sup> this guideline declared that consultants would be helpful in deriving institutional goals and their relative priorities. It was felt that outside experts would be useful in maintaining objectivity, in keeping attention trained on institutional purposes, and in preliminary studies. Since ultimate responsibility for goal

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<sup>1</sup>Bolin, pp. 3-4; Brumbaugh, p. 16.

determination rests with the college, the consultant is only advisory and so it was held that he should not displace the involvement of institutional personnel in final decisions.

The role played by consultants in the preparation of institutional goals is indeterminate at the institutions in the field study because in each instance these goals seem to have been formulated before the official opening of the college. Where aims relate to types of educational and service programs these aims cover orthodox undertakings of comprehensive community colleges and are discussed in standard treatises on these schools. Rural Community College, one of the three stating its goals in this way, nevertheless received consultant advice that its responsibilities should encompass certain very definite projects and it still considers these recommendations as guidance for the college. And Metropolitan Community College, although it comes closer than the others to the precise phrasing suggested in the literature, published its goals well before the institution opened its doors.

Although consultants have been used by several colleges for special studies in later stages of their development, and excepting Rural Community College, the role of consultants in the preparation of institutional goals seems to have been minor. It should be recognized, however, that Transitional Community College received assistance from comprehensive state master planning and that Metropolitan Community College has been headed from the start by an experienced president who came from a state system providing

advice in establishing new institutions. Consultant aid may therefore have been less necessary for these latter two colleges. But Industrial Center Community College, without the benefit of advanced state planning or of a local board, would seemingly have been helped by consultant study in depth of regional needs and conditions.

No college in the field study has openly assigned priorities to its stated goals, inferring that all are equally vital and warranting comparable effort. There are some indications, however, that discriminatory criteria have been applied to the allocation of resources, with continuing education and community services receiving less than equal attention and support. It would appear, then, that un verbalized assessments of relative importance are made and that these judgements are reflected in institutional actions. Good reasons, political and operational, can be conceived for not announcing priorities among the goals if indeed they have been consciously formulated. Nonetheless, as accountability and the justification of programs become more crucial in institutional affairs it would seem advisable for colleges to explicate their rationale on program support. Some indication of formal priorities may therefore be desirable.

In view of the varied situations faced by colleges at their inception and during their development, and in light of different kinds of advisory assistance available, the tentative guidelines should be altered to read: *utilize expert advice to aid in the derivation*



*of operationally stated goals and of associated priorities for institutional development.*

*Guideline 2e*—This guideline suggested that alternative objectives for institutional development be identified and appraised in the context of environmental influences and the operational goals of the college. Objectives were defined as being precise statements of the ends to be attained through developmental action,<sup>1</sup> and there is some opinion also that they should be expressed in quantitative terms, should be measurable, and should be achievable within a specified period of time.<sup>2</sup>

The importance of considering a range of alternatives has been emphasized by Eberle and McCutcheon who with Bolin point to the need for assessing various options.<sup>3</sup> What is intended here is a listing of possible means of accomplishing each of the several goals, analysis of these means with respect to institutional aims and external influences, and finally their testing against criteria of feasibility, suitability, acceptability, and perhaps clarity and mutual compatibility.

This procedure does not seem to be employed in any of the colleges included in the field study. Two institutions do prepare objectives as guidance for their efforts but these are largely

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<sup>1</sup>Adapted from the usage of Peterson, p. 3, and of Gordon Blackwell, p. 4.

<sup>2</sup>See Eberle and McCutcheon, p. 70, and Casasco, p. 3.

<sup>3</sup>Bolin, pp. 26-7; Eberle and McCutcheon, p. 70.

compilations of desirable undertakings submitted by various offices without cross-coordination and without being related specifically to the goals to be achieved. The two other colleges have not itemized objectives in any formal manner. Too, no institution has utilized a systematic process of listing and analyzing the possible options, or of evaluating them in terms of criteria. As a whole, the colleges do arrive at particular and operationalized undertakings, sometimes with an indication of a desired achievement date, but these projects do not emerge from an examination like that suggested by the literature nor do they evolve from the activities of a designated team.

The root problem in Planning and Development analysis appears to be twofold, small staff and the absence of system. Not only are constituent activities dispersed but they are often added tasks imposed upon other important duties and upon the demands of daily affairs. Secondly, the compartmentalization of responsibilities and dependence upon the line-staff arrangement for output encourage limited solutions and often handicap coordination. Too, there seem to have been few pressures for more comprehensive effort and for more formal approaches to developmental planning in the fairly short life of these colleges.

The mere fact that the method drawn from the literature is not employed in the sampled institutions is considered an insufficient basis for rejection of the tentative guideline, especially since Planning and Development has not been regarded as integrated enterprise

needing a concerted and systematized effort. Logic, in addition to authoritative opinion, indicates the procedure is reasonable and that it has potential value. The proposal thus is retained that colleges should: *identify and appraise alternative objectives for institutional development in light of environmental influences and the operational goals of the community college.*

*Guideline 2f*—The previous guideline results in tested and alternative developmental objectives for attaining the operational goals of the college. Not all, however, may be equally productive or desirable. It follows that selection of preferred objectives may be required where several options are available. Further, since all those retained after evaluation may not warrant the same degree of emphasis or support, their relative importance should be distinguished.<sup>1</sup> And lastly, since such choices and the allocation of resources comprise higher decision making, authoritative concurrence is considered necessary.

Since alternative objectives leading to goal attainment are not utilized in Planning and Development by any of the colleges investigated, no institution was involved in the selection of preference or in assigning priorities. Where objectives have been prepared, although not directly related to the development function,

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<sup>1</sup>See consultant recommendations cited by Wygal, p. 28. Eberle and McCutcheon, p. 70, while speaking of goals in the sense that objectives are used in this study, consider they should be ranked with the most urgent and fundamental placed first, and that they should be pegged to a schedule.

they have been unilateral productions reviewed at the next higher level of supervision. Those of top officials thus received presidential approval. As already mentioned, completion dates sometimes connected to these objectives do establish a rough sort of priority for the items affected. However, the majority of these objectives were undifferentiated in importance. A single exception, applicable in all four institutions, was physical plant expansion. In this area a rather precise phasing has been adopted by Metropolitan Community College, a more tenuous arrangement of precedence has been prepared by Transitional and Industrial Center Community Colleges, and an outline construction program has been presented to the responsible state agency by Rural Community College.

Once more, although not a practice found in the colleges of the field study, the idea behind the guidelines has merit to writers on the subject. Their suggestions vary in technique from that expressed here but the thought is similar and is a necessary sequel to the identification and analysis of alternatives proposed in Guideline 2e. Eberle and McCutcheon note, however, that only those objectives which remain after testing against criteria are at issue. Incorporating this thought, the guideline now reads:

*select preferred developmental objectives from among the alternatives found feasible, suitable, and acceptable, and then recommend their priority and secure authoritative concurrence.*

### *Programming Guidelines*

A distinction has been made throughout this study between planning and programming. It has been emphasized that planning is generally regarded in the literature as the body of activities embracing the entire range of goal-setting, program formulation, and evaluation.<sup>1</sup> Programming, in contrast, has been viewed as the systematic determination of preferred means and programs for accomplishing developmental objectives. It was said that programming is concerned with the "who and how and when" of what is to be done.

Programming thus is perceived as a set of institutional activities for arriving at specific programs for achieving desired objectives, to include the necessary organization and the required resources in time, people, facilities, and money. This conceptualization led to a proposition maintaining that the total development effort should be designed to attain its selected objectives in support of institutional goals, and should initially encompass appropriate organization and methods for preparing action programs.

*Guideline 3a*—After direction is given the developmental function by way of objectives, preparations can begin on devising means for their accomplishment. Heretofore the suggested guidelines have avoided comment on who should be responsible for implementing

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<sup>1</sup>Casasco, and Sutterfield, *passim*. Also see *The Administrative Team and Long-Range Planning*, ed. Galen N. Drewry (Athens: Institute of Higher Education, University of Georgia, 1967), *passim*.

the several proposals, some of which involved policy and some being activities that could be performed by ad hoc teams or standing committees of the college with input from the professional fields concerned.

Should an individual not yet have been made responsible for institutional planning, to include review of goals and the derivation of developmental objectives, one should now be charged with giving central direction and coordination to the several constituents, with deriving action programs, and with their execution and evaluation. This guideline, therefore, proposed that an Office of Planning and Development be established and given responsibility for preparing and coordinating plans and programs for the future well-being and growth of the college.

The literature reflects two major beliefs in this connection. The first is that a responsible official should be appointed early in preparations for planning.<sup>1</sup> The second maintains that planning should be a collegial enterprise, headed by a senior administrator and carried out through a coordinating group with the help of task forces or planning committees.<sup>2</sup> This top level official can hold any of a number of titles, Assistant to the President or Director or Vice-President being some of the more common.<sup>3</sup> In one state

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<sup>1</sup>Casasco, p. 5; Eurich, p. 50.

<sup>2</sup>Bolin, p. 4; Brumbaugh, p. 10; Eberle and McCutcheon, pp. 67-8; Inman, pp. 9-11.

<sup>3</sup>Gordon Blackwell, p. 5; Ayres and Russel, pp. 11, 84; Medsker and Tillery, p. 111; Burnette, p. 111.

community college system it was noted that the position has been an evolving one, marked by accretion of responsibilities with the passage of time.

In the four colleges of this study the office, as well as the role of its head, is still emerging. Transitional Community College has no separate staff element for the function nor does Rural Community College, although in both cases one has been recommended by consultants. Industrial Center Community College has a part-time Director of Public Relations and Development who as yet has been able to give the latter aspect of the position only minimal notice. Metropolitan Community College has lately established a vice-presidency for Research and Development but the developmental responsibilities are still somewhat ambiguous.

In senior colleges and universities there is a reported trend toward a single office for development, although the scope of its activities varies widely. There are indications that as community colleges grow they too begin to recognize the need for more concentrated effort in this field.<sup>1</sup> It is revealing, for example, that all colleges sampled in this study have begun to give increasing attention to the subject. There then seems to be a gradual movement in institutions of higher education toward centralization of allied functions and an acknowledgement of the importance of Planning and Development. The guideline therefore is considered valid and is

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<sup>1</sup>Burnette, p. 111.

repeated: *an Office of Planning and Development should be established and charged with coordinating plans and programs for the future well-being and growth of a community junior college.*

*Guideline 3b*—It is necessary, as Casasco has observed, to organize for planning.<sup>1</sup> A team approach is reflected in the literature, thus making a permanent complement for this purpose unnecessary and gaining the advantages of multiple points of view, wide involvement, and common understandings. As Eberle and McCutcheon have noted, participants do not always need to give full time to this endeavor.<sup>2</sup> Authorities seem agreed, however, that a head should be designated and assigned coordinating responsibility for planning. He would assume a leadership role on the planning team which would consist of representatives of all college constituencies. Inputs would come primarily from the specialty areas of development although other sources of information and expertise would be tapped as necessary.

Planning as a systematic and integrated undertaking is not an established concept in the community junior colleges investigated. In these institutions it is generally focused at the upper levels of administration, with initiatives spread among several officials. Planning is essentially compartmentalized according to assigned responsibilities and a team involvement is rare. In no instance is

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<sup>1</sup>Casasco, p. 5.

<sup>2</sup>Eberle and McCutcheon, p. 67.



comprehensiveness a salient characteristic although objectives prepared by the office of the president do furnish a measure of guidance in institutions where they are employed. In sum, and notwithstanding titles, planning is fragmented in these colleges.

Theory and trends are on the side of participatory arrangements in the governance and management of institutions of higher education. Too, few if any community junior colleges can afford full-time staff for planning alone. What is needed, however, is a central agency for directing and coordinating the planning efforts of part-time contributors. Organizationally this end could be obtained by considering planning and development as the preparation and execution phases of a single enterprise. With a coordinating director and utilizing a team assisted by task committees,<sup>1</sup> the planning function can be minimally staffed in the early stages of a college and still provide a foundation for later evolution. With added emphasis on a team approach, the guideline seems reasonable: *organize the Planning and Development Office initially for the planning function based upon a team approach, to include the preparation of action programs for institutional advancement in the areas of public and government relations, alumni affairs, physical plant, fund raising, and research.*

*Guideline 3c*—The proposal that the planning team identify and appraise alternative ways of achieving developmental objectives

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<sup>1</sup>Eberle and McCutcheon, pp. 67-8.

is found only inferentially in the literature. The concern here is with means and it is felt that options may be available, each with its own set of requirements and characteristics. For instance, to achieve an objective of providing full scholarships to X-number of students, in support of a goal to increase minority enrollment by Y-amount, there may be several possible avenues of attack. In this case federal and state programs, institutional funds, foundations, as well as local organizations, businesses, and individuals all may offer promise. Which then should be exploited? Each no doubt will present advantages and disadvantages. Potentials will vary as well and each target will likely require a different commitment of time, energy, personnel, and funding support. Costing in particular is believed necessary.<sup>1</sup> Considerations of this kind are important and are felt to justify central planning and use of the Programming Process, to include analysis.

This step does not seem to have been employed at any of the community junior colleges visited, at least in systematized fashion. Practitioners doubtless do make such evaluations, mentally if not more formally, but there is no evidence of centralized and detailed examination of the options. Where used, objectives merely state expectations for what is to be done without indicating the means to be used or the extent to which they are to be pursued. An actual objective, "utilize institutional research in gathering data for studying the feasibility of more programs or projects," is an apt

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<sup>1</sup>Both Eurich, p. 22, and Inman, pp. 4-5, regard the full costing of optional solutions to be essential to planning.

illustration of one that merits investigation of the "how" in order to find out just what is involved and the implied cost in resources of the various alternatives. Where objectives are not used as a planning and/or management tool, there seems to be no process for examining possible routes to goal accomplishment.

The proposal cannot be referenced to the literature, it is true, or to practices of institutions included in the field study. But it has convincing value in refining methods for the achievement of objectives and in furnishing an empirical base for choice of the means to be used and the institutional support that is needed, particularly when feasibility, suitability, and acceptability are examined. While time-consuming, the procedure has the definite advantage of providing a foundation for comparative assessment. The original suggestion therefore is retained but is rephrased for clarification and to include testing of the options: *the planning team, coordinated by the Director of Planning and Development, should catalog possible courses of action for each of the developmental objectives, and then test them for feasibility, suitability, and acceptability.*

*Guideline 3d*—This guideline proposed that those possible courses of action that survive testing against criteria be subjected to an analysis of their relative costs and benefits, especially where resources are limited and several approaches appear equally profitable. This procedure follows directly from identifying and examining the

dimensions of the different ways in which an objective can be accomplished. Costs and benefits in this sense include the range of tangible and intangible gains, and of direct and indirect monetary, personnel, and other costs. Many of these naturally cannot be quantified with precision and so must be assessed in general terms.

Like Guideline 3c this proposal is found neither in the literature nor in the methods used by the sampled colleges. Being an extension of the one preceding, both are considered necessary. They could, of course, be combined since they are successive steps in the same operation. They are distinguished here, however, for purposes of emphasis and clarification. Having already accepted Guideline 3c, the second part of the procedure is also needed: *the planning team, coordinated by the Director of Planning and Development, should conduct a cost-benefit analysis for each retained course of action with respect to potential gains and the institutional resources that will be required.*

*Guideline 3e*—Since the concept assumes that Planning and Development objectives and the courses of action for their achievement will be institution-wide in scope, although their focus may be largely on the subfunctions of development, authoritative concurrence should be secured on the preferred courses of action that are derived and recommended by the planning team, and on their relative priorities as well. Because of their boundary-spanning nature and

because resources will be committed, presidential support and approval were felt advisable. Discussions by the Presidential Council leading to this approval would also better the understanding of other top administrators on what is to be done and the means to be employed so that they can participate more effectively in the programs that will be devised.

Once again priorities are regarded as helpful in guiding the direction and magnitude of effort. Precedence was recommended for goals, it will be recalled, and for objectives. Similarly, an indication of relative importance in preferred courses of action is useful in marking those undertakings which should receive more attention, effort, and resource support. Priorities in each of the Processes thus direct institutional effort toward the more vital aims.

The absence of an integrated approach to Planning and Development in the four colleges studied, together with the many organizational and procedural differences for the function, prevents any discussion of the proposal in the context of institutional practice. There are indications that the more significant developmental objectives, however derived, are indeed examined by supervisors in the several schools and at times by Presidents' Councils as well as by presidents. But almost always these reviews are without benefit of the comparative and foundational material suggested by this and by the two preceding guidelines.

If Guidelines 3c and 3d are worthwhile, then so should be the one proposed here since it is primarily a confirmation and acceptance of the staff studies that have been made. It is an opportunity too for additional judgements to be applied and for the consideration of factors transcending the knowledge and information of the team. As the last in a sequence of analytic steps, there should be no challenge at this point to the suggestion that: *the planning team, coordinated by the Director of Planning and Development, should determine and obtain authoritative concurrence on preferred courses of developmental action and on their relative priority.*

*Guideline 3f*—As the final phase in the Programming Process, and as the real target of the several sequential steps, broad action programs for institutional constituencies should be produced. These are, essentially, a package of abbreviated plans for carrying out each of the courses of developmental action which, while prepared by those respective elements of the college with primary cognizance over the activities involved, would be coordinated by the planning team. The role of the planning team is to allocate the courses of action to staff elements for the development of outline plans of execution, and then to review and coordinate the programs which result. Submissions are combined by the team into one overall plan.<sup>1</sup>

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<sup>1</sup>Eberle and McCutcheon, p. 70.

These program plans, modified as necessary by the planning team, spell out what is to be done, who is to do it and how, and the time frame. To facilitate periodic evaluation, interim achievements or milestones should be indicated, together with reporting schedules. Eberle and McCutcheon believe that where programs are concerned with highly unpredictable conditions they should also include alternative planning.<sup>1</sup>

Since programs have not been produced in this way by the institutions of the study, comparative practices furnish no guidance on the procedure. Considerable staff effort is entailed and people for this degree of detailed work are few. Indeed, an organizational principle of Rural Community College is to keep administrative paperwork to the minimum to allow added time for attention to academic programs. The multi-campus institutions, in contrast, are far better supplied with staff and so are more capable of taking a methodological approach to planning. If regarded as the development of an outline to be expanded to the extent permitted by available time and people, the preparation of these programs becomes manageable even for the smaller colleges.

Supported by the literature, and as the culmination of a series of introductory steps, the proposed guideline is considered not only desirable but indispensable to systematic planning for the future. In its first version, however, the term "institutional constituencies" is too encyclopedic. The guideline therefore is

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<sup>1</sup>Eberle and McCutcheon, p. 70.

reworded to read: *After obtaining concurrence on the recommended courses of action the planning team, with leadership from the Director of Planning and Development, should coordinate the preparation of broad action programs by institutional elements which can contribute to the developmental effort.*

#### *Action Guidelines*

Theory indicates that people and their relationships are principal factors in program execution, which gives emphasis to the establishment of specialized units and the means for coordination, cooperation, and team play.<sup>1</sup> The Action Process in this study is, therefore, visualized as being concerned with the formation or modification of structure, to include staffing, and with ways to expedite the flow of information, to give body to the outline plans, and to implement programs. According to this concept the Office of Planning and Development would administer the programs of its assigned professional specialties and would coordinate those carried out by other elements of the college, the planning team continuing to serve in its original capacity and as a general board of review.

This conception generated the proposition that the Office of Planning and Development should be placed in charge of professional fields most directly allied to its responsibilities and of centrally coordinating the execution of programs promoting the future

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<sup>1</sup>See Pages 18 and 21-2, *supra*.



well-being and growth of the community junior college.<sup>1</sup> The nurture of communication would be an inherent obligation. Since planning is a continuing activity, the planning team would remain engaged in its original role with periodic review of action programs and their progress. In this way execution would be centralized while planning would be collegial.

*Guideline 4a*—Pursuant to the underlying idea it was suggested in Chapter II that the Office of Planning and Development be given primary responsibility and be staffed for long-range planning and for public relations, government relations, alumni affairs, fund raising, physical plant planning, and institutional research, sharing the capabilities of the latter as needed. There is no consensus in the literature on the specialty fields which should be included, and the best location for public relations and institutional research seems especially debatable.<sup>2</sup> Instances can be found where each of the specialties, except possibly fund raising, is felt to be of sufficient importance to justify being an independent staff element.

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<sup>1</sup>In conformance with the recommendations of Ayres and Russel, pp. 15; 23-4, 83.

<sup>2</sup>See pages 9-11, 20, and 58-60, *supra*. There is also an argument in the literature that the head of institutional research should report directly to the president. For example, see W. Hugh Stickler, "The Expanding Role of Institutional Research in American Junior Colleges," *Junior College Journal* (May 1961), pp. 547-8.

Neither is there a common pattern of assignment in the colleges of the field study. All have given public relations major status as a separate office under the president, this set of duties at Rural Community College being discharged by the secretary to the president and by other top officials within their areas of cognizance. Developmental planning is largely decentralized in the larger institutions, most aspects being under the Vice-President for Business at Transitional Community College and being shared among several staff elements at Industrial Center and Metropolitan Community Colleges. Rural Community College concentrates planning in its president.

Federal programs have no single responsible administrator at Metropolitan and Industrial Center, while at Transitional Community College the Assistant to the President is the locus of associated activities. Rural Community College, where the function has been fragmented, is now moving toward collecting governmental affairs under one coordinator. Alumni relations are pursued to some extent at all colleges although less at Metropolitan and more at Transitional than at the other two.

Two schools, Industrial Center and Transitional, have each formed a Foundation to promote and to administer donations. Rural, being prohibited by the state from soliciting or retaining gifts, and Metropolitan, which is not especially interested at present in this type of income, are operating under different situations than the other two. Physical plant planning is carried on under the Business

Office in all institutions except Rural where the president has assumed the primary role with input from the Business Manager and the head of plant operations.

Institutional research is organized in several ways in the four colleges. It is a staff section under the Vice-President for Business at Transitional Community College, but seems to be concerned mainly with data system applications and the analysis of students. Metropolitan Community College has established a research office under its Vice-President for Research and Development and has given it a charter for investigations and evaluations of all kinds. A Research Committee has operated intermittently under the Dean of Instruction at Rural Community College, while at Industrial Center research is carried on to whatever extent an element of the college may desire.

In view of the divergent opinions and practices in the literature and in the colleges examined, this study now opts for staff integration of those activities most closely associated with planning and executing programs for institutional development and with central coordination of others. Long-range planning, government affairs, and physical plant planning are considered as specialties which contribute most of their efforts to the aims of development. Institutional research, while aiding faculty, individual, and departmental studies in an advisory capacity, has a major responsibility for investigations of value to the institution as a whole.

It is the keystone of Planning and Development and should be readily available to it. Public relations, alumni affairs, and fund raising seem to form a related group having significant but not necessarily a primary role in developmental objectives. These three latter specialty fields, together with research, thus present an especially difficult problem in organization.

Considering that the principal object in view is arranging effective participation by the several fields in the Planning and Development effort, a suitable solution might well acknowledge differences in opinion and in operating conditions and, rather than particularizing staff structure, to simply suggest a coordinating function for Planning and Development. Options would thus be left open for assigning specialties within the structure while the centralization of guidance and coordination in the Planning and Development Office would be indicated. The original guideline is therefore rejected and replaced with the proposal that: *the Office of Planning and Development should be given primary responsibility for planning the future of the institution in conjunction with a planning team and for centrally coordinating the operations of staff elements which can contribute to the attainment of this mission, specifically: institutional research, public relations, physical plant planning, government relations, alumni affairs, and fund raising. Consideration should be given to assigning these specialties to the Office, particularly institutional research, government relations, and physical plant planning.*

*Guideline 4b*—Theory and opinion stress the importance of interchange of information in effective operations of organizations, especially with respect to coordination.<sup>1</sup> It follows, then, that the Office of Planning and Development should practice and encourage the free flow of communication in its areas of concern. This guideline is based on the idea that coordination is the key to concerted action and that communication is one of its principal tools. Since one of the ultimate aims of the developmental function is to inform and thereby secure material and moral support for the institution, communication thus becomes a prime instrument for accomplishing its purposes.

Information exchange in the Planning and Development field within the colleges is difficult to appraise. A common coordinating device at the top in all colleges is the President's Council, which is also advisory and policy making, but institutionalized mechanisms at the lower levels are generally lacking. In the absence of a formal system, informal relations therefore become crucial for planning and for task accomplishment. Although staff officers insist that their relationships are close, there nevertheless is a small body of opinion in most of the institutions that internal communication leaves something to be desired.

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<sup>1</sup>See Pages 21-22, *supra*. Also see: Bolin, pp. 4-5; Casasco, p. 5; Chronister, p. 39; Eurich, p. 22; Ketchum, p. 27; Pray, p. 29.

Coordination in the field of development appears to be at the initiative of the practitioners in the schools studied and so communication seems uneven and sporadic. This pattern apparently stems as much from the tenuous nature of developmental organization as it does from the lack of formal means of coordination, and its effects are more noticeable in the larger institutions than at a smaller one such as Rural Community College where administrators are few, motivation is especially high, and the scope of Planning and Development is limited.

If Planning and Development is to be an integrated effort, as proposed by this study, and if its constituent activities are to be carried out partly by team play and partly by central office coordination of specialties, some of which may be assigned to other organizational elements, the essentiality of good communication becomes quite clear. The guideline therefore is considered a necessary one: *in recognition of its crucial importance in planning and in program execution, the free flow of communication should be practiced and encouraged by the Office of Planning and Development.*

*Guideline 4c*—An emergent thesis of this study has been that planning is best done by a team in which many talents and points of view are brought to bear, but that execution should be performed by specialists who may or may not be located in the same staff element. Program implementation thus requires coordination of detail and practice, as well as of thrust. For this reason planning is regarded as a continuing responsibility of a team while

execution is thought to be better handled by a central office, i.e., that of Planning and Development. This notion is in accord with theoretical propositions on adapting structure to circumstances and the crucial nature of coordination,<sup>1</sup> and takes into account suggestions in the literature for team planning and the integration of developmental efforts.<sup>2</sup>

None of the colleges investigated has adopted comprehensive team planning or has centralized the formulation of developmental programs or the coordination of program execution. As has been pointed out, development has not been looked upon by these colleges as a major functional field and so its related activities are carried on by several staff elements with varying degrees of initiative and energy. Comparison of practices at these schools with the methodology put forward in this study therefore is futile.

If the concept of team planning and centralized coordination of program execution is accepted, however, a staff agency must be designated for the coordination of responsibilities. This set of duties is believed inappropriate for a committee since it demands constant attention to detail and procedures and requires innumerable small decisions. It has been contended further that this coordinating function, to include minor adjustments in programs, should be performed

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<sup>1</sup>See pages 17-8 and 20-22, *supra*.

<sup>2</sup>Ayres and Russel, pp. 11, 84; Gordon Blackwell, p. 8; Bolin, p. 4; Brumbaugh, p. 10; Halvarson, p. 44; Inman, pp. 9-11; Moore, p. 58.

by the Office of Planning and Development, with general review by the planning team. Based on these considerations, the guideline is regarded as advisable: *the Office of Planning and Development should assist practitioners in assessing and supplementing the planned action programs, executing those for which the Office is directly responsible and coordinating those being carried out by other elements of the college.*

#### *Evaluation Guidelines*

The foundation for evaluating institutional processes and programs has been firmly laid in systems theory. Progress and self-renewal come from change, and organizations tend to resist disturbance of the status quo. Indeed, it has been held that impetus for change is more apt to come from outside than from inside an organization.<sup>1</sup> The literature therefore maintains that appraisal of effectiveness in accomplishing what was intended is essential for institutions of higher education.<sup>2</sup> This need may well take on added urgency as insistence grows for accountability and better management practices in education.

Strong and recurring recommendations in articles and publications for internal assessment of performance led to the

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<sup>1</sup>Griffiths, "Administrative Theory and Change in Organizations," p. 431.

<sup>2</sup>Bolin, pp. 28-9; Chronister, p. 39; Griffiths, *Administrative Theory*, pp. 94, 112-3; Inman, p. 6; Litchfield, pp. 490-1, 498-9; Sutterfield, p. 43.



proposition in this study that evaluation of their operations by community junior colleges is necessary for judging effectiveness and for improving Planning and Development processes. Conceptually, it was indicated that the Evaluation endeavor draws on the Guidance, Programming, and Action Processes for input and that its output feeds back to alter them for the better. A preference was stated for lodging these appraisals in an institutional agency relatively uninvolved with the other Processes but still fully appreciative of the aims being sought and the problems encountered in implementing programs and processes.<sup>1</sup>

*Guideline 5a*—This guideline proposed that responsibility be given to institutional research for the continuing evaluation of developmental operations. The consequent examinations were viewed as formal ones with their own internal objectives and as producing conclusions on effectiveness and on needed adjustments to goals, objectives, structure, courses of action, and program execution. It was suggested that the Office of Institutional Research make these assessments since it is somewhat removed from the ongoing activities of the planning team and the implementation of programs and is better equipped with analytic tools and data.

The guideline assumed that such an office is present or would be established. One does not currently exist at Rural and Industrial Center Community Colleges, however, and that at Transitional Community College appears to concentrate mainly on

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<sup>1</sup>See pages 37-43, *supra*.

student analyses and on the employment of data systems. In two cases then the proposal would entail the formation of a new staff position for research. Metropolitan Community College, alone among the four investigated, specifically charges a research office with the evaluation of institutional programs, a responsibility sufficiently broad that it could include the appraisals under discussion.

In none of the institutions studied has a formal and systematic approach to evaluating institutional performance, in development or in other fields, been practiced. Two schools, Rural and Transitional Community Colleges, have lists of objectives to guide their operations but follow-up in measurement and reporting has not yet been refined. Moreover, the systems used do not point up development per se and so an overall assessment of performance for this function has not been made. In sum, none of the sampled institutions conducts a comprehensive evaluation of developmental activities with respect to their effectiveness and possible improvement.

Even though evaluation is not reflected as a major undertaking in the colleges of the field study, the weight of expert opinion clearly supports its incorporation into the administration of institutions of higher education. Thus it should be applied to the Planning and Development function, and the Research Office is suggested as the preferred agency for the task in community junior colleges. As originally proposed, the guideline is now felt to be unduly restrictive in referring only to the programs of development

and so should be expanded to include the entire group of Processes. It is modified accordingly: *responsibility should be assigned to institutional research for a continuing evaluation of Planning and Development programs and processes.*

*Guideline 5b*—As an extension of Guideline 4b, the free flow of information and enhanced communications can also contribute to self-evaluation by practitioners and the planning team, and so to their modification of procedures and programs. Feedback from work in progress can indicate areas of weakness and the need for improvement and thus lead to changes in the planning-execution cycle. These informal evaluations do not replace the assessments suggested for the Research Office by Guideline 5a, but are a continuing means for recognizing the need for adjustments in ongoing programs. They come from impromptu discussion, comment by colleagues, and obvious indications that programs require redirection. Channels for input of this kind must be opened, however, and their use promoted. For this reason it was proposed that as the central coordinator the Director of Planning and Development should foster appraisal interchanges among programs underway and between them and the Guidance, Programming, and Action Processes.

As with information flow, practices for self-analysis in program execution are almost impossible to determine in the colleges selected for study. There seems little doubt that operations receive some evaluation by those actively engaged in them, although perhaps largely unconscious, and to an extent by supervisors in

the administrative hierarchy. But committees of developmental practitioners and deliberate designs for information exchange and analysis of programs in progress are not customary. Compartmentalization in the larger institutions abets a tendency for each specialty to concern itself mainly with its own affairs. In brief, both formal and informal mechanisms for internal evaluation of programs and their progress could be strengthened in all the colleges.

Review of the original guideline indicates that it emphasizes informal interchanges but is not sufficiently clear on why they should be encouraged. Since the ultimate purpose is evaluation at the working level of ongoing activities and consequent feedback leading to improvement, the proposal would be better phrased as: *the Director of Planning and Development should promote informal evaluation of developmental programs and to this end should encourage information exchange between the Guidance, Programming, and Action Processes.*

#### *Summation*

This portion of the study has examined each of the tentative guidelines of Chapter II in light of the practices and policies of the four institutions included in the field study with the aim of validating or amending the original derivations. The object in doing so was to arrive at a set of rational proposals which could be useful to community junior colleges in organizing and maintaining a Planning and Development function.

No common pattern of concepts, organization, or procedures was found in the colleges selected for study, nor did their solutions conform to suggestions on Planning and Development contained in the literature. Institutional approaches in this area varied widely, seemed to have little philosophical base, and were largely adapted to the individuals available on the respective staffs. In general, the function was tacitly regarded as not justifying centralization or integration of effort. All institutions, however, indicated growing interest and attention toward better management.

The lack of congruence between practices in the sampled colleges and the tentative guidelines is not construed as rendering these proposals invalid. Divergences are felt to stem more from situational and attitudinal factors affecting the institutions than from deficiencies in interpreting the literature. As a result of the field study, however, it was concluded that as first suggested the guidelines were sometimes not flexible enough to meet the needs of many community junior colleges, each with its own unique problems. Proposals were therefore amended to place more stress on coordination and less on staff assignment and supervision.

The most significant change of those made to the tentative guidelines dealt with the role of the Director of Planning and Development. Where originally it was thought that he properly should be given primary staff cognizance for all operational aspects of development, with planning being a team product, it was suggested

after analysis that while this might be a preferred solution for efficiency it did not appear suitable or acceptable in practice. For this reason it was proposed that he be made responsible for planning the future of the institution in conjunction with a planning team and for centrally coordinating these operations of staff elements that contribute to the attainment of this mission, specifically: institutional research, public relations, physical plant planning, government relations, alumni affairs, and fund raising. A further recommendation was for the college to consider assigning these specialties to the Office, particularly institutional research, government relations, and physical plant planning.

It was also recognized that the limited staffing of small schools would make burdensome the suggested procedures for formulating developmental programs. Although the steps were believed advisable in the interests of soundly conceived undertakings, the simple lack of adequate staff in some institutions may therefore require that they be abbreviated with respect to detail and supporting data. Techniques of methodology should not be allowed to obstruct systematic attention to an administrative field of growing importance and to use of a coherent process for deriving and executing operational programs. Appropriate guidelines were amended to take this situation into consideration.

The guidelines produced in this chapter, and consolidated for convenience in Appendix A, are considered feasible, suitable, and acceptable in organizing and maintaining community junior

college efforts for Planning and Development. They should provide a general frame of reference for new colleges and for those reviewing their staff needs, capabilities, and effectiveness in this field. In no sense are the proposals meant to be prescriptive or conclusive, the intent being limited to suggesting possible arrangements and procedures related to the literature and to a process model, and amended by findings obtained from field study of selected institutions.

## CHAPTER VIII

### FINDINGS, IMPLICATIONS, AND SUGGESTIONS

Almost ten years ago the United States Office of Education published a study of the administrative organization of colleges and universities.<sup>1</sup> This report, which included junior colleges in its survey data, found wide variations among institutions. It recommended that certain top positions be established, to include one for Planning and Development, and listed a number of associated responsibilities.

Since the time of that study there have been recurring comments in the literature to the effect that institutions of higher education are remiss in planning for the future and in taking actions to enhance their well-being and growth. Informal visits to several community colleges prior to this investigation indicated considerable difference of opinion internally as well as between schools on the advantages and proper scope of the Planning and Development function, even where consultants had felt that such a staff element should be formed. It seemed then that an inquiry in some detail would be helpful in clarifying the role and its affiliated activities.

This study undertook to evolve guidelines that would be useful in organizing and maintaining a comprehensive effort in community junior colleges for institutional Planning and Development.

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<sup>1</sup>Ayres and Russel.



In arriving at the guidelines three broad questions were addressed: what tentative counsel can be obtained from the literature; how do the practices of such colleges support or alter the provisional advice; and what guidance, drawn from the literature and supported by practice and opinion, can be suggested for consideration by these institutions?

For the field portion of the study four colleges in the southeastern part of the United States were selected, two by nomination and two through variants of random choice. These schools were visited and their policies and arrangements for Planning and Development were examined. The tentative guidelines derived earlier from the literature were then appraised in light of practices at the four colleges and a reassessment of published opinion, and were amended as judged necessary and appropriate.

### *Findings*

Theory postulates that the environment has a conditioning effect on organizations, especially with respect to the legitimation and support essential to institutions of higher education. In the interests of survival, organizations seek to control their dependency on outside forces by forming boundary-spanning units each specialized to work with a limited range of external influences and by adapting to the conditions encountered. This results in internal structure being closely related to the milieu, to what is to be accomplished, and to processes for coordination, cooperation, and

decision making. Planning by colleges and universities, then, is a means for rational evaluation and orderly management of factors affecting the well-being and growth of the institution.

### *The Literature*

Despite the dimensions of effective organization contained in this theoretical base, the literature holds that colleges and universities are generally weak in relating to outside influences and in preparing for the future. Studies of community colleges in particular indicate lack of planned interaction with influential segments of the environment. Informed opinion maintains that clear-cut goals and careful designs for their achievement are cardinal principles for institutional health and progress but surveys of practices reflect much inattention to these matters. Nevertheless, investigators have observed an increasing but still hesitant tendency to consolidate responsibility in this area and to devise mechanisms for the preparation, coordination, and execution of allied programs.

To date, the literature shows no consensus on preferred organization or methodology for helping an institution of higher education decide upon its course and upon the actions and resources that will be required for its pursuit. An Office of Planning and Development at the Vice President level with central responsibility for the function is often favored but there is little agreement on the activities which should be assigned to such an office, or upon their relationships. Writings indicate that most specialties having

a potential input prefer to regard their fields as deserving independent status. The need for coordination of effort, however, is almost universally acknowledged.

Publications dealing with this subject have been largely pointed at four-year colleges and universities, with little notice being given it in articles on community junior colleges. Even though many of these two-year schools exceed the other institutions in size and complexity, they seemingly have not accepted the idea of a comprehensive approach to planning and implementing programs for enhancing their posture. Their practices in this connection, as reported by the literature, appear to be quite largely ad hoc in nature with responsibilities dispersed throughout the institutions.

### *The Field Investigation*

Examination of the policies and methods of four selected community junior colleges, each in a different geographic region and under separate state systems, revealed a pattern similar to that found in writings on the senior colleges. Concepts of the function of preparing for things to come varied widely, as did organization and procedures. In general, and contrary to expert advice in some instances, no one office or body has been charged with overall responsibility, and related activities were spread among a number of staff elements. Although titles may imply an integrated effort, examination disclosed that duties were often ambiguous and that some aspects were allocated elsewhere.

One institution of the four has given some thought to the function, however, and has evolved a set of plans and methods projected into the future. This college has produced documents outlining its long and medium-range intentions and has composed objectives for the short term which are measurable to a degree. The system is still unfolding and is in but an early stage of evolution. In time it could lead to more centralization of effort and to closer coordination although its current direction is toward continued compartmentalization.

The community junior colleges sampled do not appear to regard an integrated function as necessary. Activities related to it are now being carried out to some extent in all colleges, and present arrangements on the whole seem satisfactory to the institutions. There is a prevailing belief among top leadership in these schools that under existing situations effectiveness is better gained through assigning duties to those felt best able to perform them, irrespective of formal organization. Emphasis is thus more on individual capabilities than on structural processes and arrangements.

#### *An Overview*

Several very broad findings emerge from review of the literature and from the field study. First, there is no pattern of opinion or practice with respect to efforts by community junior colleges for managing their futures. There appears to be a sense that colleges could and should be more effective in this area but how to do so has not solidified.

Second, where institutions do seem aware of the need to take positive action to influence their direction, there is little agreement on the proper role of agencies for the purpose or on the scope of their involvement. Coordination is acknowledged to be a key factor but there is no consensus on who and what is to be coordinated, or by whom.

Third, approaches utilized by institutions to manage their future appear to result from local conditions rather than from outside advice from experts or in the literature.

Fourth, publications indicate that community junior colleges are even less concerned about a comprehensive approach to planning and to advancing their institutions than are four-year colleges and universities. There are few observations on the subject in professional journals or in articles about these schools.

Fifth, opinion but not practice seems to be converging on the idea that specialties most directly associated with planning and promoting the future of the college should have centralized direction and/or coordination. Beliefs vary on what specialties should be included.

Lastly, the attention of researchers in the field appears to be turning away from surveys of practice and toward a rationale for organization and processes for institutional development. Specific suggestions are beginning to be seen concerning discrete aspects of structure, relationships, and procedures.

### *Implications*

In the course of the study guidelines were derived from the literature and from examination of policies and practices in four institutions for organizing and maintaining a comprehensive Planning and Development effort in community junior colleges. In arriving at these proposals it was determined that:

1. Guidelines should be adaptable to a wide variety of colleges and circumstances.
2. A systematic approach to Planning and Development can be taken.
3. Institutional commitment to Planning and Development is necessary if its potential is to be realized.
4. An organization and methodology based on collegial planning and centralized execution of developmental programs is feasible and suitable for the Planning and Development function.
5. A process model can provide a framework for deducing guidelines for organizing and maintaining a comprehensive Planning and Development effort.
6. Environment has a decided conditioning effect on the direction in which a community junior college can and should move.
7. Specific institutional goals are the keystone in a systematic approach to managing the future.
8. Precise objectives derived from institutional goals are necessary to focus developmental planning and should be arrived at through a collegial process.
9. Programs to achieve developmental objectives should be prepared by the staff element which is to execute them, and should be reviewed by the planning team for clarity and compatibility.

10. An Office of Planning and Development can provide a means for steering the efforts of the planning team and for central coordination of program execution.
11. Both formal and informal evaluation of processes and programs are necessary for their improvement.
12. Good communications are vital to the preparation and implementation of action programs in the area of development.

### *Role of the Environment*

It was concluded that as the source of legitimation and of material and moral support, the environment can and does exert powerful influences on the purposes and goals of a community junior college. Not only is this a recurrent theme in the literature but was found to be operative at each of the colleges of the field study. It then behooves the institution to keep closely attuned to its milieu with a view toward understanding the constraints imposed upon it, its latitude of action, and the possibilities open to it for altering conditions to its advantage.

This imperative generated suggestions that the institution periodically identify and assess both limitations and opportunities in the environment. Boundaries to action are set by the former and areas of possible exploitation are revealed by the latter. Together they provide a framework within which development of the college can be pursued.

### *Role of Purposes and Goals*

Purposes and goals are regarded as agreed intentions which guide the forward progress of a college, but are nonetheless subject

to revision as the environment changes. Setting forth what the college intends to be and what it expects to do, they furnish targets for activities related to planning and achieving future well-being and growth. Precisely stated goals offer tangible marks toward which efforts can be directed and against which effectiveness can be measured.

Planning and Development objectives were viewed as subsidiary aims which help in the accomplishment of institutional goals for developing the college. They serve as ends to be achieved through programs to be implemented by professional specialties and other staff elements which have the potential of making a contribution. In this way goals and developmental objectives become a guidance package for a planning team and for practitioners.

To establish and conduct a comprehensive and successful Planning and Development effort it was suggested that above all else top officials should be sincerely committed to the function. Then, based upon the foundation of institutional purposes and employing the results of research and expert advice, goals should be reviewed and adapted to the constraints and opportunities of the environment. Next, alternative objectives for reaching goals for developing the institution would be identified and appraised by a team, preferred ones selected, and authoritative concurrence obtained on those choices and their priorities.

The major implications here are those of initiating a systematic approach, providing for wide involvement, considering and



choosing from among alternative aims, establishing priorities, and receiving approval from those ultimately responsible for the college and for furnishing the needed resources. Pre-eminent requirements are willingness and urge to inaugurate a comprehensive and systematic approach to planning and to take appropriate action for achieving a desired future posture.

### *Role of Organization*

Organizational structure for Planning and Development proved to be the most troublesome area of the study. Opinions differ widely and there is little agreement on solutions. The literature tends to favor centralization of allied activities at the upper level of administration but observed and reported practices in community junior colleges disclose fragmentation and dependence upon readily available personnel. Institutions appear unable or reluctant to provide the small staff necessary for central guidance and coordination.

In the interests of efficiency and effectiveness it was suggested that an Office of Planning and Development be formed and charged with planning and coordinating actions leading to the well-being and growth of the college, the planning aspect to be discharged in conjunction with a team. Once planning is underway and the preparation of programs becomes necessary, the Office would be responsible for coordinating activities in this field by staff elements who will produce and implement the programs designed

to meet the objectives. It was recommended that consideration be given to assigning to the Office those specialties most directly concerned with achieving developmental objectives, particularly research, government relations, and physical plant planning.

Composition of the Office thus is left flexible in the guidelines so that it can be adapted to the differing situations and capabilities of institutions. The important concepts, however, are collegial planning, the preparation and execution of programs by the respective specialty fields, and central review and coordination of the whole. And costs will be involved, for positions will be required for a Director and secretarial help as well as for the specialty fields themselves. The latter, and the services of the planning team, can of course be arranged on a part-time basis as may be dictated by the circumstances faced by the college.

#### *Role of Processes*

Organizing the system and the allocation of responsibilities within it lay the foundation for procedures and their application. It was proposed that once the objectives are established the planning team list possible courses of action for each of these objectives, investigate them for feasibility, suitability, and acceptability, and conduct a cost-benefit analysis in general terms for each of those retained after testing. Upon receiving concurrence on those preferred and upon their priorities, the team would call upon

appropriate elements of the institution for action programs to achieve these objectives and would coordinate submissions for clarity and compatibility. Throughout, the free flow of information would be fostered by the Director of Planning and Development who would have a leadership function with the planning team and also would coordinate program execution.

Evaluation by the Research Office of all processes and of results obtained was recommended as a means for improving effectiveness. This formal undertaking would not, however, replace informal assessments by practitioners based upon exchange of information with colleagues and facilitated by open channels of communication. The two together should provide constant appraisals as well as evaluations in depth of the total effort.

This suggestion presupposes that the several analyses in the process and the formulation of programs will be within the capabilities of staff elements and the planning team, and that necessity may demand abbreviated methods. It also assumes the readiness of an institution to staff a research office, the receptivity of the structure to change, and the willingness to use the results.

The institution thus is called upon to make time and personnel available and to support their endeavors, which in turn depend upon commitment by top officials to the function and to a systematic and comprehensive approach to organization and process. What may be feasible for a larger college may not be so for a smaller one, or at least to the same extent.

### *Suggestions*

While it was not a principal purpose of the study to examine Planning and Development from the viewpoint of relative costs and benefits to the college, the evidence supports its recognition as a major staff enterprise coequal with Instruction, Business, and Student Services. The weight of opinion in the literature clearly points in this direction although empirical studies to back up this position are meager in number and coverage. Community junior colleges, even more so than other institutions of higher education, have seemed hesitant about accepting the notion or organizing a coherent effort in the field. This study concludes that the function is an emerging one, especially for public two-year colleges, and that it warrants careful evaluation.

As the study has shown, the outlines of a feasible organization can be discerned and relevant factors can be identified. It is recommended, therefore, that a community junior college:

1. Acquire an appreciation of the potential role and worth of Planning and Development as an important undertaking of the institution.
2. Investigate the value to the college of a comprehensive approach to Planning and Development and of centrally coordinating its related activities.
3. Consider the guidelines of this study and the context of their derivation in making the appraisal, especially the suggestions on unreserved commitment, allocation of responsibilities, methodology, and uncluttered channels of communication.

## APPENDIXES

## APPENDIX A

SUGGESTED GUIDELINES FOR ORGANIZING THE PLANNING AND DEVELOPMENT  
FUNCTION IN COMMUNITY JUNIOR COLLEGES

*The community junior college should:*

- Periodically identify and assess the limitations imposed by the environment.
- Periodically identify and assess the opportunities in its environment for improving its capability to attain its goals.
- Establish a sincere commitment by top officials of the college to institutional Planning and Development.
- Use institutional purposes as the basis for determining goals for the college, and obtain clarification of these purposes where they are not sufficiently specific.
- Utilize available research in formulating initial institutional goals, and then organize a research input for later review and analysis of these goals and as a basis for goal achievement.
- Utilize expert advice to aid in the derivation of operationally stated goals and of associated priorities for institutional development.
- Identify and appraise alternative objectives for institutional development in light of environmental influences and the operational goals of the community college.
- Select preferred developmental objectives from among the alternatives found feasible, suitable, and acceptable, and then recommend their priority and secure authoritative concurrence.
- Establish an Office of Planning and Development and charge it with coordinating plans and programs for the future well-being and growth of the community junior college.
- Organize the Planning and Development Office initially for the planning function based upon a team approach, to include the preparation of action programs for institutional advancement in the areas of public and government relations, alumni affairs, physical plant, fund raising, and research.

- Have the planning team, coordinated by the Director of Planning and Development, catalog possible courses of action for each of the developmental objectives, and then test them for feasibility, suitability, and acceptability.

- Have the planning team, coordinated by the Director of Planning and Development, determine and obtain authoritative concurrence on preferred courses of developmental action and on their relative priority.

- Require the planning team, after obtaining concurrence on the recommended courses of action and with leadership from the Director of Planning and Development, to coordinate the preparation of broad action programs by institutional elements which can contribute to the developmental effort.

- Give the Office of Planning and Development primary responsibility for planning the future of the institution in conjunction with a planning team and for centrally coordinating the operations of staff elements which can contribute to the attainment of this mission, specifically: institutional research, public relations, physical plant planning, government relations, alumni affairs, and fund raising. Consideration should be given to assigning these specialties to the Office, particularly institutional research, government relations, and physical plant planning.

- In recognition of its crucial importance in planning and in program execution, assure that the free flow of communication is practiced and encouraged by the Office of Planning and Development.

- Have the Office of Planning and Development assist practitioners in assessing and supplementing the planned action programs, executing those for which the Office is directly responsible and coordinating those being carried out by other elements of the college.

- Assign responsibility to institutional research for a continuing evaluation of Planning and Development programs and processes.

- Insist that the Director of Planning and Development promote informal evaluation of developmental programs and to this end encourage information exchange between the Guidance, Programming, and Action Processes.



## APPENDIX B

## INTERVIEW GUIDE

### *Section I*

#### *Background*

1. What is the environmental setting of the Community Junior College?
2. What are the general characteristics of the Community Junior College?
3. What are the stated institutional purposes and goals?

#### *Institutional Planning and Development*

1. What is the present institutional policy toward Planning and Development?
2. What is the present organization for the Planning and Development function?
3. What are the objectives for Planning and Development?
4. What are the formal procedures for Planning and Development?
5. What are the present practices in executing Planning and Development programs?

### *Section II*

#### *Factors Affecting the Tentative Guidelines*

##### *1. Tentative Guideline 1a*

- a. How does the college identify and assess the actual and potential impact upon it of environmental influences?
- b. What methods are used to make these determinations and who is involved?

2. *Tentative Guideline 1b*

How does the college identify and assess opportunities in the environment for improving its well-being and growth?

3. *Tentative Guideline 2a*

- a. How were the institutional purposes and goals derived?
- b. What priorities have been established?

4. *Tentative Guideline 2b*

- a. To what extent are the governing board, president, and chief administrators committed to Planning and Development?
- b. What has been the effect of this degree of commitment by top officials to Planning and Development?

5. *Tentative Guideline 2c*

To what degree has institutional research been used in determining purposes and goals?

6. *Tentative Guideline 2d*

- a. How were consultants used in deriving institutional purposes and goals and their relative priorities, if any?
- b. Were the principal suggestions of consultants accepted?

7. *Tentative Guideline 2e*

- a. How were objectives for institutional Planning and Development determined?
- b. To what extent were alternatives considered and evaluated?

8. *Tentative Guideline 2f*

- a. On what bases were developmental objectives selected and approved, and who participated in these decision?
- b. How were relative priorities determined?

9. *Tentative Guideline 3a*

- a. What is the institutional planning process?

- b. How is the Office of Planning and Development (if any) involved in institutional planning?
- c. What formal and informal procedures have been established for planning and for its review?

10. *Tentative Guideline 3b*

- a. What has been the staffing history and rationale for the Office of Planning and Development?
- b. How have the functional responsibilities of the Office evolved?

11. *Tentative Guideline 3c*

- a. How are possible courses of action considered in developmental planning?
- b. How are possible courses of action evaluated?

12. *Tentative Guideline 3d*

To what extent and in what ways are possible courses of action analyzed for cost-benefit?

13. *Tentative Guideline 3e*

- a. How are recommended courses of developmental action selected, reviewed, and approved?
- b. What is the procedure for determining relative priorities among selected courses of action?

14. *Tentative Guideline 3f*

- a. What is the procedure for preparing institution-wide action programs for Development?
- b. What are the institution-wide coordinating responsibilities of the Office of Planning and Development for the preparation of developmental action programs?
- c. To what extent is the Office of Planning and Development responsible for institutional research, public relations, and physical plant planning in the preparation of action programs for Development?

15. *Tentative Guideline 4a*

- a. What are the responsibilities of the Office of Planning and Development in institution-wide implementation of action programs for Development?
- b. For what functional areas is the Office of Planning and Development responsible directly or in a coordinating capacity in implementing action programs?

16. *Tentative Guideline 4b*

What provisions are made in developmental planning for enhancing the flow of information and communication with external publics and influentials?

17. *Tentative Guideline 4c*

- a. How much flexibility is allowed developmental practitioners in modifying action programs, and how much is practiced?
- b. What is the role of the Director of Planning and Development in modifying ongoing action programs?

18. *Tentative Guideline 5a*

- a. What is the procedure for evaluating developmental accomplishments?
- b. To what degree is evaluation of developmental programs institutionalized?

19. *Tentative Guideline 5b*

How is informal communication used in evaluating the developmental effort, and how effective is it considered to be?

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## BIOGRAPHICAL SKETCH

Hugh J. Turner Jr., was born May 29, 1917, at McDonough, Georgia. Upon graduating from high school there he attended The Citadel before entering the United States Military Academy where he earned the B.S. degree. He then served as a career Army officer, with foreign duty in Germany, France, Okinawa, and South Vietnam. His Army experiences include liaison with a military electronics laboratory, military assistance planning for Europe and the Middle East, liaison with the United States Congress, and civic development in Asia, as well as a variety of staff and leadership roles for which he received numerous awards and decorations. He also attended the entire range of professional schools and colleges including the Army War College, was a faculty member at the Naval War College specializing in organization and planning, and was head of the Department of Military Science at Wake Forest University. His military career was terminated in August of 1969 to enter The Advanced School, College of Education, University of Florida.


During World War II he studied electronic theory at Harvard University and ultrahigh frequency techniques at the Massachusetts Institute of Technology. He holds degrees of Master of Arts in Political Science from Boston University and Specialist in Education from the University of Florida.




He is a member of the American Academy of Political Science, the American Association of University Professors, the Phi Kappa Phi and Kappa Delta Pi Honorary Societies, and the Phi Delta Kappa professional education fraternity. He was a Kellogg Fellow at the University of Florida and is currently a graduate research associate with the Institute of Higher Education at the University. He has authored two papers for the Interinstitutional Research Council of the Institute, *The Half That Leaves: A Limited Survey of Attrition in Community Colleges* and *The Question of Institutional Research*, and assisted with an annotated bibliography of the Institute on *Legal Issues in Higher Education, 1960-1970*.

He is married to the former Marjorie Lee of Baton Rouge, Louisiana. They have a son and two daughters.


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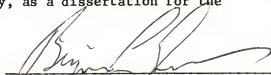
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